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ABSTRACT

Designed to illustrate the revitalization process of a small rural community via use of the Model Cities Program, this case study of Alma-Bacon County, Georgia traces Alma-Bacon's: (1) historical background; (2) community development beginnings; (3) political development; (4) outstanding problems; and (5) development plans and accomplishments (manpower and economic development, education, health and social services, housing and physical environment, recreation, and culture). As the smallest and the only truly rural area in the Model Cities Program, Alma-Bacon's achievements during a 15 month period are cited (the project was begun in 1970 and is to continue for five years with about $1.2 million a year). A 1972 survey cited the following activities as tied to Alma-Bacon's rural development program: (1) a major urban renewal project; (2) a $1,960,384 grant to remove and replace substandard housing; (3) a 40-unit housing complex for the elderly; (4) a manpower and economic development program to develop or expand industry; (5) an industrial, agricultural, aircraft complex; (6) educational programs involving early childhood development, computer assisted learning system, individualized study, and vocational education; (7) a community services division; (8) recreational developments (a lake and a multipurpose recreation center); (9) a carpet factory; (10) a land drainage project; and (11) a million dollar waste disposal system. (JC)

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92d Congress
2d Session

COMMITTEE PRINT

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THE ALMA-BACON COUNTY STORY

A Model for Rural America

PREPARED BY

ROBERT E. NIPP

Farmers Home Administration

U.S. DEPARTMENT OF AGRICULTURE

FOR THE

COMMITTEE ON AGRICULTURE AND FORESTRY

UNITED STATES SENATE

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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JULY 24, 1972

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UNITED STATES SENATE,
Washington, D.C., July 26, 1972.

Hon. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: You will recall during our rural development hearings last year we traveled to the community of Alma and Bacon County, Ga., where we had an opportunity to view the social, economic and community development progress occurring in that area.

As I promised at the time of our tour, arrangements were made following our return for a study to be undertaken of the experiences and progress of this area as a result of local leadership and the help provided through the Federal Model Cities program and other Federal assistance programs.

Mr. Robert Nipp of the Farmers Home Administration, was made available to the Senate Rural Development Subcommittee to undertake this particular study. Mr. Nipp went to Alma and Bacon County where he prepared, with the cooperation of local citizens, a very detailed and comprehensive report of the social and economic transformation that is occurring in this small community and rural county in southern Georgia. His report, which is attached, reflects the concerted and coordinated efforts of local citizens working with their State and national Government to bring about a rural renaissance within their community and county.

This case study hopefully will help many other smaller communities throughout our nation to gain some new insights into the community development process itself. The Alma-Bacon Story is a "Model for Rural America," and I believe Federal, State, and local officials can learn much from what is revealed by this story.

Mr. Chairman, I respectfully request that this report be published as a Committee Print in order that all Members of our Committee on Agriculture and Forestry and the entire Senate can have an opportunity to examine the extraordinary progress being made by the people of Alma and Bacon county with the help of their government.

Also, on behalf of the Members of the Rural Development Subcommittee and myself, I want to express our gratitude and acknowledgement to Mr. Nipp and to the U.S. Department of Agriculture for their assistance in preparing this report.

With every best wish.
Sincerely,

HUBERT H. HUMPHREY,
Chairman, Rural Development Subcommittee.

FOREWORD

What is the Federal Government buying through its Model Cities program? Ask Floyd H. Hyde, former mayor of Fresno, California, who used to be HUD Assistant Secretary for Model Cities, and now is Assistant Secretary for Community Development, which includes Model Cities and a lot of other programs.

"I don't have any question in my mind that it has accomplished a great deal, but I think you really have to ask, what do you mean by accomplishment?," said Hyde in an interview in May 1972, with Robert E. Nipp, author of the Alma-Bacon County Story.

"Many people," he said, "define accomplishment as a physical rebuilding of all of the blighted areas. Well, I would like to see that, too. But actually, Model Cities is much more than that.

"What is happening," said Hyde, "is the development of a whole new relationship between what I call the establishment, local government and local decision-makers and the poor.

"That relationship is making local governments more responsive to the needs of the poor and the poor more understanding of the problems of city hall.

"We are having some real successes in some of our medium and smaller sized cities. You look at Alma, Georgia, for example, and things have really changed. I mean, things have really happened and this progress is being made with the same amount of money per capita as that allocated to much larger urban areas.

"You see, under the Model Cities program, money is allocated on a per capita poverty index basis. For example, a large city with 100,000 persons in a blighted neighborhood area gets no less or no more in Model Cities funds per capita than a similarly depressed rural area such as that of Alma-Bacon County, Georgia. As I said earlier, there are some remarkable examples of how successful Model Cities efforts have been in rural communities and it appears that rural programs have generally used the funds wisely and have benefited greatly from the program."

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 24, 1972.

Hon. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In response to your request for assistance in the preparation of a report featuring the rural development success story of Alma-Bacon County, Georgia, we enclose text and statistical tables ready for final review and publication.

This report is a case study of the successful leadership efforts of the citizens of the town of Alma and the rural county of Bacon. It can be used as a guide to revitalize a declining rural economy, primarily through the use of Model Cities program and other federal authorities.

The Alma-Bacon County report, prepared by Robert E. Nipp of the Farmers Home Administration, is rich in detail and history and a successful model for action programs by rural communities throughout the Nation.

Sincerely,

EARL L. BUTZ, *Secretary.*

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THE ALMA-BACON COUNTY STORY "A MODEL FOR RURAL AMERICA"

I. INTRODUCTION

"The soil, the open spaces, are a part of our being—we seek and crave them without even knowing it. Man and nature are one. Harsh lights, shrieking noises, speeding objects, honeycombs and ribbons of concrete and steel; what is this shoulder to shoulder, bumper to bumper, wall to wall existence doing to the minds, emotions, and morals of this nation?"—L. W. Taylor, Jr., citizen, testifying before members of the Senate Committee on Agriculture and Forestry, Tifton, Georgia, July 9, 1971

Any community that has been in the rural development business can tell you that it's not a 'one shot' process. Bringing in a plant to provide a few hundred jobs, constructing a golf course, building a new hospital, sponsoring a housing project, installing a new water system—one such step neither spells an end to a community's problems of social and economic development nor guarantees that it will grow and prosper.

Indeed, rural development is multi-dimensional. It involves carrying out a wide range of improvements to make an area one that invites people to live and rear their families.

Community leaders who hope to achieve major development and resolve existing difficulties must recognize the full scope of the problems they face and the solutions needed to rebuild rural resources and bring economic and social recovery. They must be prepared to search out, study, and confront the whole complex of social, economic, philosophic, and physical barriers that restrict their community from enjoying expansion and development.

State and national leaders must recognize that rural development, properly planned and administered, offers our country a significant method for solving big-city problems, bringing about more equal distribution of opportunity among all citizens, and alleviating over-population in some places and underpopulation elsewhere. At a time when big cities—New York, Detroit, Chicago, and others—contain a crush of humanity with up to 30,000 people per square mile, while smaller towns reflect 50 to 100 people per square mile, we see the urgency for bold and stringent measures to achieve rural-urban balance. Effective rural development is one of these measures.

At community, state, and national levels, leaders must be intimately attuned to the needs, desires, and hopes of their citizens. National polls, including surveys conducted by Harris and Gallup, disclose that Americans have a strong love and longing for the countryside and the personal, human, smaller-scale, even-paced living that can be found there. Why then, are 78 percent of all Americans, crowded together on less than 2 percent of the land? The answer: For the past several decades, basic economic forces and public policies—both conscious and unintentional—have drawn into already sprawling metropolitan areas,

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most of the new opportunities for jobs, services, and an improved standard of living.

The list of advantages for migrating to the city is long and varied. Significantly the list reflects what rural areas often lack and have been unable to provide on their own. Now, however, with numerous technological advances, many of the services once available only in the city can also be provided in the countryside, and often at less expense in the long run.

Pilot rural development projects in several states show clearly that a level of bountiful living can be established in the countryside when civic leaders and other concerned citizens are dedicated to making their community a better place to live. We come now to the town of Alma and the county of Bacon, Georgia.

II. AN HISTORICAL PERSPECTIVE: ALMA-BACON COUNTY

Bacon County was created by legislative act on July 27, 1914, and named after Senator Augustus O. Bacon. It was formed from parts of Appling, Pierce and Ware Counties.

The county lies in Georgia's Coastal Plain at 215 feet elevation above sea level. It is about 100 miles northwest of Jacksonville, Florida, 215 miles southeast of Atlanta, and 70 miles west of the Atlantic coast, and covers 293 square miles of fairly level, sandy loam soil.

The mean temperature is 65.6 degrees; the average low is 50.2 degrees in January, and the average high is 80.7 degrees in July. Yearly rainfall averages 44.8 inches. Precipitation is least in October and November.

Bacon County was settled by descendants of English, Irish, Scottish, African, and German ancestry. Its population is 87 percent Caucasian and 13 percent Negro.

In the beginning, cotton, tobacco, corn, peanuts, livestock, poultry, and pine trees for timber and naval stores, provided the basic economy. "Piney Woods" cattle and "razorback" hogs, known more for their living and fighting ability than for their quality, roamed and grazed at will with the deer and other wildlife, but that free-range privilege was revoked by law in the late 1940's.

Technical assistance provided by agencies of the U.S. Department of Agriculture meant a significant improvement in livestock quality as farmers adopted improved practices of feeding, breeding, care, and sanitation. Charolais cattle, a fine quality, have been introduced, and breeding stock is marketed nationally.

In contrast to national trends, and particularly to the South's plantation economy, land in Bacon County that is not in large timber holdings is held by small independent farmers. The family farm, with its typical subsistence level income, continues as land is consolidated much more slowly than in other sections.

Because of extensive forested areas and significant drainage problems, only 20 to 25 percent of the county's land is cropland. A great potential exists for the development of land to graze livestock, however, since a high tonnage of rich forage can be grown year-round.

Alma, the county seat, had a population of 1,061 in 1920. It was incorporated in 1926 and received its name from the first letters of four Georgia capitals: Augusta, Louisville, Milledgeville, and Atlanta.

Villages in the county include Rockingham, New Lacy, Coffee, Scuffletown, and Sessoms.

As in many counties, a significant number of people have left Bacon County's rural areas for Alma or distant larger cities. The accompanying chart reveals that in 1920, some three-fourths of the county's 6,460 people lived on farms. The remaining population resided in Alma, except for an estimated 554 persons in villages and small crossroad "general store" type communities. Between 1920 and 1970, Alma has grown, farms have suffered sharp population loss, and many people have chosen to live in rural nonfarm settings—individual dwellings scattered about the countryside.

Reflecting the nation, the most revolutionary change in Alma-Bacon County came about in the period after World War II. Young men returning from service brought home new ideas, a new world view, and new expectations. This, accompanied by new timber and agricultural technology and the switch from labor intensive to capital intensive farming and lumbering, revised the economy and precipitated a major population shift.

COUNTY POPULATION CHANGES

Year	Total population	Farms		Alma		Rural nonfarm	
		Number	Percentage	Number	Percentage	Number	Percentage
1920	6,460	4,845	75.0	1,061	16.4	554	8.6
1930	7,055	4,946	70.1	1,253	17.8	856	12.1
1940	8,096	5,364	66.3	1,840	22.7	892	11.0
1950	8,940	4,924	55.1	2,588	28.9	1,428	16.0
1960	8,359	1,008	12.1	3,515	42.0	3,836	45.9
1970	8,733	(1)		3,756	45.6	(1)	

[1] Not available.

Today, agriculture serves as the basis for only 24 percent of the county's $14 million in annual personal income. About 56 percent of the total resident income is earned from wages and salaries or by individual businessmen. About 20 percent is derived from pensions, welfare, social security, dividends, rents, and other investments.

In Bacon County, the agriculture sector long ago lost the ability to support the commercial-business sector. And, conversely, as businesses lost or were forced to operate with limited inventories, they lost the ability to attract farm and town customers, who began going to more distant but larger trade centers. It was this condition, the downward cycle in the number of customers coming to buy and the inability of business with its limited stocks to provide what customers wanted, that contributed significantly to Bacon County's search for economic revitalization in the 1960's.

III. A STORY WORTH KNOWING

"Like many rural communities, we were terribly poor in means but far too rich in respect, and much too vain to admit our problems to the world—that is, until our people hurt so badly that something had to be done. We decided to fight, not die. We took a look at our social and economic problems and were shocked by their ugliness. Now we're searching for solutions. In Alma-Bacon County, we want a piece of the action—

an opportunity to cross the threshold of the greatest era in our Nation's time."—H. Causey Williams, Alma City Council.

Citizens of Bacon County have been promoting rural development for several years. Local leaders estimate that it was around 1966 when years of informal handwringing over the decline in population and economic activity finally materialized into formal community action. Now, six years later and with nearly every citizen somehow involved in the community development efforts, Alma-Bacon County cites a significant list of achievements in education, housing, jobs, and other fields. Additionally, it has developed a workable strategy for the comprehensive development of the community, that is well thought out and imaginative.

What Alma-Bacon County is doing may well serve as a plan of action for many depressed rural areas interested in improving their lot.

Bacon County, population 8,233, is the smallest and the only truly rural area in the "Model Cities" program administered by the U.S. Department of Housing and Urban Development (HUD).

Model Cities: Distribution by size

Table indicates the number of U.S. cities within population ranges and the number of cities within each range approved for Model Cities program.

Population range	Cities	Cities approved
Over 1,000,000	6	6
750,000 to 1,000,000	5	4
500,000 to 750,000	17	15
250,000 to 500,000	27	20
100,000 to 250,000	94	37
50,000 to 100,000	232	29
25,000 to 50,000	476	15
10,000 to 25,000	1,165	16
5,000 to 10,000	1,171	4
1,000 to 5,000	15,054	[1] 1
Total		147

[1] Alma-Bacon County.

Bacon County's economic base, while changing, is agricultural. It is located about 100 miles from each of four metropolitan areas—Jacksonville in Florida, and Albany, Macon, and Savannah in Georgia. Originally, only the county seat, Alma, population 3,756, was designated for Federal assistance. Because of widespread local interest, sparse population, inadequate government services, extremely low incomes, and other problems both in the town and adjacent rural areas, however, the entire county was involved in this new pilot project.

As the accompanying chart shows, most Model City programs are being awarded to major cities in metropolitan areas. City Demonstration Agencies (the local governing bodies administering Model City programs) are run by the majors or other chief executives of these larger cities. Sometimes this means the programs are used for political purposes, the boards become embroiled in internal differences, and differences arise among technical planners, neighborhood representatives, city government administrators, agency personnel, and board members.

Not so in Alma-Bacon County, Georgia. The City Demonstration Agency (CDA) created by the mayor of Alma and the City Council, and the Bacon County Board of Commissioners directs the Model City program. The CDA originally had 20 elected and appointed members (when only Alma was the Model City). It was later expanded to 35 members to be truly representative of all Bacon County citizens. The broad representation and the development of sound programs for community-wide improvements have sustained and enlarged citizen support and secured the necessary long-term commitments by public and private institutions.

Most Model City programs are aimed at serving a relatively small, disadvantaged, and neglected part of a large city. Critical problems face the residents of those localities, but it also is true that many potential resources and institutional capabilities for solving these problems already exist within its surrounding metropolitan areas. The basic problem plaguing such urban Model City programs is how to redistribute resources and reform institutions to help the disadvantaged.

In rural communities like Alma-Bacon County, redistributing resources and changing institutions makes little sense where there are too few resources and where institutions often are weak or nonexistent. Rather, the efforts of the Alma-Bacon County Model City program are keyed to a community-development, solid, well-designed, comprehensive plan. They are geared toward carefully using limited existing resources, developing new resources, changing old institutions, building new institutional and human capabilities, and creating desirable homes, neighborhoods, and city and county environments for people.

The Model City designation entitles Alma-Bacon County to supplemental grants of approximately $1.2 million a year for five years. Community leaders point out that because of this funding advantage, they are able to invest some 3.5 million local, State, and Federal dollars in basic improvements during each year of their five-year program. They expect a much greater investment by the private sector in primary, secondary, and consumer capital investments.

Now, only 15 months into their five-year program of development, Bacon Countians already are seeing the local economy react to their efforts. One major growth industry has located a plant in Bacon County and expects large expansion. More than 500 new jobs have come into existence between 1968 and 1971, of which 425 are in the private sector. The tax digest based on 40 percent evaluation increased by 25 percent between 1967 and 1970, from $16,401,000 to $20,048,000.

Several other economic indicators show that income and living conditions in Bacon County are improving substantially each year, now that a comprehensive rural development program is underway. Furthermore, the studies indicate that a much greater acceleration of progress in housing, job opportunities, and other amenities that make for better quality living is within reach.

Records of the U.S. Census Bureau, U.S. Department of Agriculture, and Georgia Department of Industry and Trade, reveal that several

significant measurements of change in Bacon County have taken place:

1. Total bank deposits increased from $8,282,000 in 1965 to $14,775,000 in 1971—up 78.4 percent in six years. Forty-five percent of the total gain occurred during the 1970–71 period.

2. Average insured (covered by unemployment compensation) weekly wages per worker were $57.30 in 1965, $68.46 in 1968, and $80.92 in 1970—up 41.2 percent in five years. Fifty-three percent of the total gain occurred during the 1969–70 period. Increase statewide was 35 percent for the same five-year period.

3. Total insured employment was 895 jobs in 1965, 1,065 in 1968, and 1,337 in 1970—up 49.4 percent in five years. Sixty-one percent of the total gain occurred during the 1969–70 period. Increase statewide was 22.9 percent for the same five-year period. Total insured wages increased by 110.9 percent in the 1965–70 period compared with a 65.8 percent increase statewide.

4. The net loss of population through out-migration was 23.8 percent during 1950–60. Population loss was cut by more than one-half during the 1960's, with a net out-migration rate of 11.5 percent. During the past 18 months, population has been increasing at the rate of 2.5 percent annually.

5. The average annual income per person of $1,032 in 1959, increased to $2,070 by 1969—up 100.6 percent in 10 years. The increase statewide was 96.9 percent for the same period.

6. Annual income per person increased 17 percent during the 1968–69 period. Statewide the increase was 9.8 percent for the same two-year period.

7. Taxable sales of $14,862,000 in 1967 increased to $20,533,000 in 1971—up 38.2 percent in five years.

8. Total income to farmers has averaged $2.8 million during the last half of the 1960's, despite a steadily declining number of farmers and farmworkers. This has meant that those who stay on the farms and can expand and modernize quickly enough to stay competitive have enjoyed rising levels of income per person.

9. Net taxable property in Bacon County, assessed at 40 percent of its market value, was $13,949,000 in 1965; $15,909,000 in 1968; and $19,336,000 in 1970—up 39 percent in five years. Sixty-three percent of the total gain occurred during 1969–70.

10. In one year, from 9/70 to 8/71, corresponding to the first action year of Model Cities, construction permits amounting to $1,316,300 were approved within Alma. Of this, one-third went to build or modernize homes. An additional $154,000 in permits were to build new or remodeled business buildings. The remaining $728,000 was for construction of public buildings and facilities.

11. The total miles of hard-surface roads in the county increased from 134.6 in 1968 to 159.4 in 1971—up 18.4 percent. Nearly 30 percent of all roads in the county are now hard-surfaced.

A survey in 1972 in Alma-Bacon County showed other activities underway or completed and tied to the area's rural development program:

1. A major Urban Renewal project totaling $603,837 includes construction of 24 privately-owned housing units, 50 publicly-owned housing units, one church, and one community building and playground.

2. A $1,960,384 Urban Renewal grant has been received to clear 60.2 acres of substandard housing and to develop the area with a carefully planned conbination of low- and moderate-income housing.

3. Sun City Courts, a unique 40-unit $529,472 housing complex for the elderly is now in operation. The average monthly rent of those beautiful, new one-bedroom and efficiency apartments is $32. An additional $45 per month purchases three meals a day in a central dining area.

4. Creation of a manpower and economic development program to help develop new industries or expand existing ones and to initiate training, counseling, and placement programs to prepare men and women for available as well as potential local job markets.

5. An industrial, agricultural, aircraft complex is bing developed immediately west of Alma.

(*a*) A 200-acre site with railroad spur and fronting a hard-surface highway has been purchased, and blueprints drawn up for the Alma-Bacon County Industrial Park; it is financed with a $343,200 Economic Development Administration grant plus $228,800 in Model Cities and local matching funds.

(*b*) The local airport, adjacent to the new industrial park, is being enlarged and improved with a $218,700 Federal Aviation Administration grant matched with $67,772 in State, $104,000 in Model Cities, and $41,500 in local resources.

(*c*) The Georgia Blueberry Association was organized in 1970 by Bacon County farmers as a locally-based growers' cooperative. To date, 140,000 blueberry cuttings have been planted in burlap-sheltered propagation beds and 30,000 one-year old plants are under irrigation in nursery rows on land adjacent to the airport runway. First commercial production is expected in 1975. In the meantime, the Association plans to expand its operation to include other lucrative cash crops, food processing, and cooperative marketing. Funds for this project are being provided by the Georgia Coastal Plains Regional Commission, Model Cities program, and from individual farmer membership fees.

6. Innovative approaches are being used throughout the Bacon County school system—where integration was initiated in 1964 without court order—to serve the current and future needs of residents of all ages, interests, and abilities. Sweeping improvements are taking place in four sectors:

(*a*) An Early Childhood Development Program has been established to introduce 3–5 year olds to a stimulating learning environment before they enter public schools. This was the first program of its type in Georgia to receive federal funds under the Title IV–A program of Health, Education, and Welfare (HEW). Presently, 150 children are enrolled and plans are to serve all of the 600 preschool children in the city and county by 1973 with early education and supportive health and social services.

(*b*) In grades one through eight, a new computer-assisted learning system was introduced in 1971. Developed by the Westinghouse Learning Corporation, it will help each child progress according to his own abilities and interests and help the teacher to provide true guidance to each child individually.

(*c*) In senior high schools, a quarter system was started in 1971. To continue the theme of high-quality, individualized

learning, the school year is divided into three terms, instead of two, so that students can take a wider range of courses and participate in in-depth laboratory and field experiences that supplement regular classroom work.

(*d*) Vocational education is being strengthened by tying it closely to other subject areas in the curriculum, as well as to jobs and job-oriented training after graduation. Adult training courses will make use of new school facilities, equipment, and staff during the evenings and vacation periods.

7. To improve the delivery of health and social services to Bacon County residents, a Community Services division was established in 1970. A central outreach and referral program assists families needing counseling, central transportation services for low-income residents, a revolving fund for emergency assistance, senior citizens activities, and expanded vocational rehabilitation services. An environmental health program is operating through the Bacon County Health Department, and a mental health program provides counseling and therapy to meet local needs. A health planning team from Georgia State University completed a comprehensive health plan for the guidance of county agencies and citizens.

8. Plans were started to create a 2,000-acre lake adjacent to the city limits of Alma and extending six miles upstream. Lake Alma will provide an outstanding recreation facility to serve local residents, as well as a major stimulus for economic growth in the area.

9. Comprehensive studies that pinpointed immediate and long-range community needs fostered a neighborhood improvement program. It seeks to support and improve the quality of life in Alma-Bacon County through careful physical planning and the planned construction of streets and sidewalks, water and sewer lines and utilities, and street beautification, as money becomes available.

10. A USDA Soil Conservation Service grant of $130,000 is being used to help carry out land drainage and increase the agricultural productivity of 65,000 acres of crop and timber land.

11. Construction has been completed on a new $200,000 multi-purpose community recreation center in a 117-acre Open Space Park near Alma. When fully developed, this recreation complex will border 2,000-acre Lake Alma and offer a range of such leisure-time activities as softball, picnicking, tennis, camping, swimming, fishing, water-skiing and boating.

12. A new carpet factory has been established; its weekly payroll is $16,000. It plans to double its capacity.

13. Plans have been made to install a $1 million modern waste disposal system for the city of Alma, replacing the present treatment ponds which have become outdated.

The people of Bacon County—as with the people of all America—face a harsh challenge. They must stop the decline of rural communities and develop new economic opportunities that will end the spectacle of idle people and underutilized human talents. Recognizing the immensity and importance of this challenge, Bacon County leaders have chosen to marshal their citizens to support and participate in an exciting variety of economic, social, and physical improvements.

Already, change is having a dramatic affect on Bacon Countians' lives and welfare. Though once so impoverished that among 3,000 counties, it ranked among the 10th percent poorest in the U.S.,

Alma-Bacon County is reversing the economic decline and population out-migration. Over the long term, it will be areas like this—aided by powerful rural development programs—that offer our nation hope in easing the congestion and ghetto-creating phenomenon imposed on our long-suffering large cities.

This, then, is an overview of the Alma-Bacon County story. It contains many chapters, and many people deserve credit and praise for their achievement in implementing the first Model Cities program in a depressed rural area.

It is not a story that started years ago—not last year or the year before. Numbers and numbers of people and organizations, both inside and outside the community, helped lay the groundwork by which this rural county and its small trade-center and seat of government serve as a national focal point for rural development. People, then, are the authors of this story—lots of people.

IV. BEGINNING THE COMMUNITY DEVELOPMENT EFFORT

"The greatest asset that Alma-Bacon County possesses is the minds of its people and the direction that these minds give for knowledgeable and responsible community action."—Braswell Deen, Jr., native of Alma and now a judge serving the Georgia State Court of Appeals.

L. W. Taylor, Jr., county office manger of the community-owned Satilla Rural Electric Cooperative, is credited with mustering a good deal of local support for community development. He started talking up the idea 8 to 10 years ago and enlisted businessmen, farmers, and city and county officials to do something.

In the fall of 1966, formal public support was mounted for an aggressive community development effort in Alma-Bacon County. The local grand jury recommended to the Bacon County Commissioners that they "use every means available in vigorously searching out and gaining assistance in carrying out major local improvements."

Responding to this recommendation, the Commissioners contacted the Georgia Slash Pine Area Planning and Development Commission, headquartered at Waycross, and obtained the assistance of James Watson, a community development specialist at the University of Georgia. Mr. Watson was assigned to the Bacon County area in February 1967. Among other actions, he initiated a series of seminar sessions. Meetings were held at the Bacon County Court House in Alma. They were designed to assist leaders in improving their abilities to study problems and their causes, draw up comprehensive improvement plans, and bring these plans to fruition.

Alma-Bacon County was one of the first areas in the state to acquire such assistance from the University of Georgia. Made available by the Congress, the community seminar program is funded under Title I of the Higher Education Act of 1965. Alma devoted its sessions to reviewing the things needed to revitalize the community. Participants used the systems approach to comprehensive planning. They identified, defined, and analyzed community problems. They studied local government and social processes, such as the politics of change, community organization, urban planning, and similar essentials of sound development.

An analysis of the first seminar sessions by Mr. Taylor and Mr. Watson revealed that more citizens should participate if Alma was to

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obtain a solid foundation for a true community improvement and development program. Mr. Taylor said:

> We knew that we had within our community the leadership capability to plan as sophisticatedly as any jurisdiction in the Nation. But for the program to catch fire, for Mr. Watson to get across the essentials of community development, we needed the right people participating in the sessions. We had to involve the community establishment, the people with the wallets and the power to permit and to bring about change.
>
> Through urging and encouragement, a few key leaders started attending the sessions, recognized their value and told their friends. Soon we had complete involvement by the community power structure.
>
> The sessions were topflight and quite revealing. It was wonderful to witness the dialogue among people of vastly different backgrounds and viewpoints and the barring of souls as ideas were exchanged. If our community were to grow and prosper, we came to realize during the sessions the need to face the problems of poverty, poor education, ill health, outmigration, segregation, and declining agriculture.
>
> Let me tell you, this seminar in leadership training, involving 50 people broadly representative of Alma-Bacon County, was the "catalyst" for our citizen effort in community development. It was the major factor that got us pointed in the right direction. And it fortified us with an intense desire to improve our quality of life.

After the seminar sessions were well underway, those attending began a study of State and Federal programs that could benefit the Alma area. In March 1967, they noted an article on the Model Cities Program in the Atlanta Constitution, Georgia's largest newspaper. C. J. Broome, chairman of the Bacon County Planning Commission and a seminar participant, went to Atlanta, investigated the program, obtained applications and information as to eligibility and reported the same evening to the study group. The participants saw in the Model Cities approach the means to institute the badly needed community improvements. They decided to file an application.

Four major questions immediately faced the group. What capable and respectable person with whom everyone could work should be selected to coordinate the effort? Would enough citizens volunteer time and effort to develop the proposal? How could working task forces be organized that represented all segments of the community and yet be equal to the tasks of gathering the information needed for the application? Though the area was depressed and there was no money, could Alma gain the necessary advice and other planning assistance?

An air of excitement pervaded the first community organizational meeting. Mr. Taylor was selected for the demanding task of coordinating and guiding the efforts. The group established several ad hoc committees to determine overall strategies, times, and locations for other meetings, deadlines for completing work assignments, and ways to get fuller community participation.

They painstakingly built community support. They enlisted more business people, professionals, political leaders, appointed officials, farm residents, and residents, including welfare clients. They accumulated 200 participants in all and organized them into working task forces to analyze local problems and to develop plans to effectively cope with these problems. They engaged expert assistance from the University of Georgia, the Georgia Slash Pine Area Planning and Development Commission, the City Planning Division of Georgia Institute of Technology, private planning consultants, and department of State government.

By early summer, when planning was proceeding full tilt, the Alma forces formed a "Citizens Committee to make Alma a Model

City." It was incorporated to serve as the legal voluntary organization to support the Model Cities effort.

Within seven weeks, the group prepared a 150-page application for a grant to be one of 72 centers in the Nation to take part in the comprehensive city demonstration program. All the efforts in preparing the application were voluntary; citizens underwrote the expenses, and no cost shouldered by the city of Alma or Bacon County.

Unfortunately, HUD rejected the application to include Alma for funding under the Model Cities program. However, hope was generated in Alma that people in a depressed rural community and from many different walks of life and income levels could work effectively together on such a project. The Alma area had reached a significant turning point in its history, and the leaders knew they had a community development team of interested residents equal to the challenge of building a demanding and sophisticated community development program.

When an announcement was made in 1968 that the Federal government would select 75 additional communities for the Model Cities program, members of the original Citizens Committee again rallied their forces to prepare another application. For the second try, a Citizens Advisory Council was organized. The group decided to include the county as well as the city in the application. It was to be a joint Alma-Bacon County effort.

All residents were invited to participate. If volunteers did not immediately come forward to represent a particular segment of the community, help was solicited. In seeking local support for the ambitious Model Cities plan, community leaders pointed out that the many varied and imaginative projects would not require an increase in either county or city government taxes—a good selling point when wallets were already quite thin.

The Council again assembled 12 working task forces; this time to formulate a comprehensive joint city-county application. When it was completed, citizens had volunteered more than three months of work without paid assistance.

While Alma-Bacon County was developing the plan, it also mounted an intensive letter-writing campaign to the Congress, White House, and large executive departments such as Agriculture; Housing and Urban Development; Commerce; and Health, Education and Welfare. Copies of letters were sent to State and local officials. Information-gathering trips to Washington and Atlanta by groups of citizens followed. Carefully, thoroughly, they promoted the idea that at least one small town and its rural community should be included as a pilot rural development project in a Model Cities program that could over the course of several years play a vital role in setting national priorities and determining the future course of population growth.

Alma-Bacon County's plan for using Model Cities' funds was approved by the Department of Housing and Urban Development, November 17, 1968. This occasion marked the climax of 20 months of hard work and 14,000 volunteer hours by more than 800 citizens of Bacon County. They had reached the first major milestone on the road to becoming a Model city and "A Model for Rural America." The green light of HUD signalled "All Systems Go" for a multitude of imaginative, experimental programs to be initiated in the county.

More than $6 million in Model Cities' funds were to be committed for use in the area over a 5-year period, beginning in late 1970.

The Alma-Bacon County program was funded in August 1970 with a $1,237,000 Model Cities grant for the first year. In August 1971, the community received its second year allocation of $1,237,000. Plans call for this level of funding to be repeated for a total of five years.

By the third year, local citizens expect their economy to begin growing as industries locate in the area, jobs are provided, agriculture develops new enterprises, and private investors become interested. Plans call for the economy to be vigorously booming along as Federal spending is gradually reduced after the 5-year Model Cities grant is terminated in August 1975.

Here is the first year's budget for the Alma-Bacon County Model Cities program:

Projects and activities, 1971	Estimated total cost [1]	Model cities share
(a) Manpower and economic development	$268,703	$248,903
(b) Industrial park development	486,500	75,000
(c) Airport improvement program	215,000	50,000
(d) Education improvement program	171,923	121,923
(e) Child development program	119,347	119,347
(f) County service center	451,295	90,000
(g) Center administration and services	107,268	107,268
(h) Mental health service program	2,100	1,200
(i) Comprehensive health plan	25,000	25,000
(j) Environmental health program	11,213	5,943
(k) Model subdivision	1,753,721	50,000
(l) Land drainage program	218,185	40,000
(m) Lake Alma engineering study	20,000	20,000
(n) Water and sewer system plan	21,000	17,000
(o) Recreation and teen center	101,500	81,000
(p) Park acquisition and development	61,000	19,000
(q) Program administration	166,477	133,182
(r) Project evaluation	18,500	18,500
(s) Citizen participation	13,734	13,734
Total	4,232,466	1,237,000

[1] The difference between the total cost and the Model Cities share is made up from other Federal and State grants and the local city and county contribution. This local contribution consists largely of "in-kind service," including donations of land, volunteer labor, and the use of city and county government employees and equipment working part-time on Model Cities projects.

Once the application for Alma-Bacon County was approved, the first objectives included developing the 5-year plan of action and setting up a community-oriented organization to administer it.

A $72,000 planning grant received from HUD in May 1969 was matched with $18,000 in local funds to outline the 5-year Model Cities development program and fully elaborate first-year activities. This plan was completed in May 1970 and was reviewed and approved by HUD. In August 1970, Alma-Bacon County began receiving $1,237,000 annually in Model Cities funds for its 5-year development program.

Local leaders point out that the annual Model Cities allocation averages only $154 per Bacon County citizen. From August 1970 to August 1971, these funds generated a total of $2,995,444 or $344 per person in local, State and Federal monies invested in community development. During the second year ending August 1972, an estimated $4,379,000 or $547 per person will be generated in improvement programs. This sharp upward spiral in investment growth is expected to continue in subsequent years and to include substantial private

capital as industry becomes interested in locating in the area. This, then, is the real significance of the program.

Model Cities funds serve as a powerful catalyst in impoverished communities like Alma-Bacon County. This is because they may be used as part of the local contribution when a community needs to match Federal and State funds to finance projects—Model Cities' money supplements, not supplants, other Federal grant-in-aid programs.

Alma-Bacon County's goal is to combine 20 percent or more in city and county contributions with 80 percent or less in Model Cities' funds. These, in turn, are matched with Federal and State funds for high-priority projects spelled out in the communities' comprehensive development plan.

Here's how it works: Let's say that a Federal agency will provide a $1 million grant to Alma-Bacon County for a new waste-disposal system, but demands that the local community supply at least $200,000 in its own funds. Following their local formula, not more than $160,000 would be Model Cities' funds and at least $40,000 would be city-county tax dollars or donations of "in-kind" services, such as labor, land, or use of local equipment. Including Model Cities' funds as part of the local contribution, therefore, is of great advantage to depressed rural communities like Alma-Bacon County.

In addition to bringing in funds, designation of Alma-Bacon County set into motion the actions required to build a Model Cities administrative organization, hire and orient a planning staff, and continue to utilize the already existent task forces. Presently (June 1972), the table of organization in Alma-Bacon County consists of a Model Cities Commission, five planning task forces, 15 neighborhood development clubs, and a Model Cities staff. All are community oriented.

The Model Cities Commission is the official and legal local governing board of the Model Cities program. It is specifically charged with the responsibility for formulating and administering a comprehensive development plan which will improve social, economic, and physical conditions in the community. To accomplish its responsibilities, the Commission sets policy, employs the professional Model Cities staff, and recommends to public and private agencies concerning the implementation of the Model Cities plan. It also approves all plans, budgets, and programs, and each year reports to and advises city and county residents through neighborhood meetings. Alma's mayor is the executive of the Model Cities Commission and in that capacity serves the interests of the City Council and the Bacon County Board of Commissioners. All residents have access to the Commission's decision-making process by participating in the Neighborhood Development Clubs.

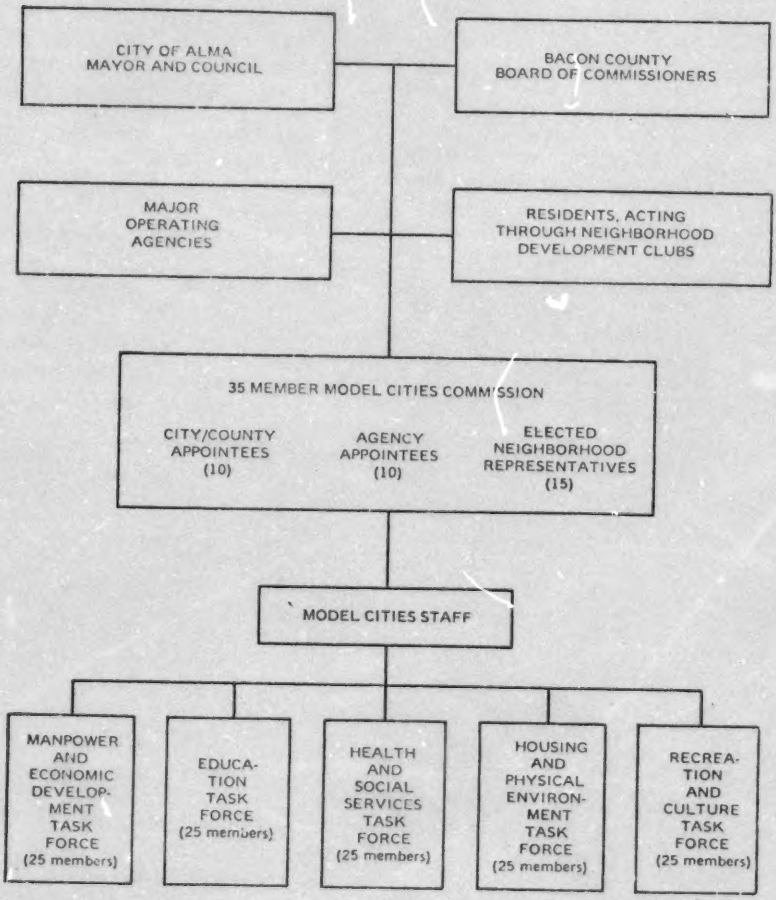
Originally composed of 20 members, the Model Cities Commission was increased to 35 community representatives during the first year of the Model Cities program to provide disadvantaged and low-income residents a greater opportunity for participation at the policy-making level.

The Commission consists of 10 members nominated by the city and county governments, 10 members representing key local agencies and organizations, and 15 persons representing neighborhood development clubs established throughout the county. Agency representatives include the superintendent of schools, and representatives of the Health

Board, Hospital Authority, Welfare Board, Board of Trade, local Planning Commission, Area Planning Commission, Housing Authority, Extension Service, Farmers Home Administration, and Community Action Agency.

For the most part, nominees to the Commission by the city and county include the key business and political leaders in the community, while nominees from the clubs represent the "consumers" of goods and services in the county. These two major groups, plus the agency representatives, provide the Commission a range of diversity and a perspective that is absolutely necessary to effectively manage a community-wide Model Cities program. The Alma-Bacon County Model Cities' program structure is as follows:

MODEL CITIES PROGRAM STRUCTURE



As shown in the Model Cities' program structure chart, five planning task forces were established: Manpower and Economic Development; Education; Health and Social Services; Housing and Physical Environment; and Recreation and Culture.

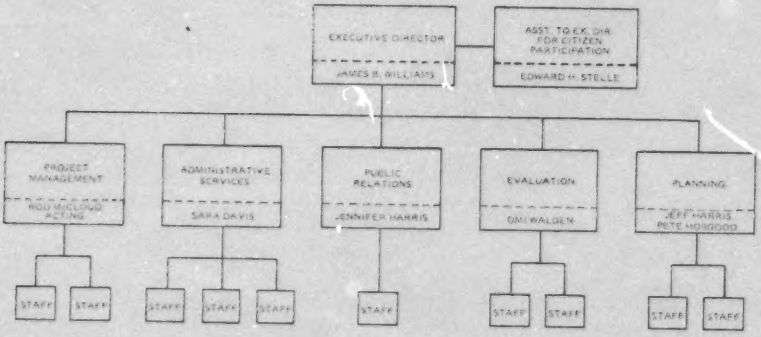
Each task force originally consisted of eight members nominated by the Model Cities Commission and the citizen participation groups Later each task force was expanded to 25 members to increase grassroots participation. Now, one .5 neighborhood clubs appoint a member to each task force; the Model Cities Commission appoints four; local public agencies appoint five; and the remaining position is filled by a planner from the Model Cities' staff. Consequently, each task force is comprised of people who represent all residents of the community, including those from the following groups: low-income, young, elderly, minority, and recipients of public health and welfare services.

The task forces, some further organized into several subcommittees, develop in-depth studies in their respective subject areas, including problems, strategies for solving them, and proposed projects. Each task force meets at least once a month. However, during the first eight months of program planning, the task forces met much more frequently, participating in nearly 200 meetings averaging some two hours each and representing more than 4,200 man-hours of intensive volunteer effort.

James B. Williams, a native of New York who was trained at the University of Virginia and has 10 years of practical experience in professional planning in three states, directs the Model Cities staff. It is his responsibility, under guidance of the Commission, to coordinate all public and private agencies that contribute to the Model Cities program, and to guide the entire MC staff in providing technical assistance to the Model Cities Commission, the Task Forces, and the Neighborhood Development Clubs. He is assisted by 12 fulltime salaried workers.

The Model Cities staff structure is as follows:

MODEL CITIES STAFF STRUCTURE



V. THE NEW POLITICS: THE POLITICS OF DEVELOPMENT

"Why, for instance, must huge concentrations of unemployed and untrained human beings continue to pile up in financially unstable cities that no longer have the jobs, the housing, the educational op-

portunities, or any of the other prerequisites for a healthy and productive life? Why do we treat the consequences and ignore the causes of massive and purposeless migration to the city? Why are we not developing new uses for those rural areas that are rapidly becoming depopulated? Why do we still instinctively deal with urban and rural America as if they were separate, conflicting interests when in fact neither interest can be served independently of the other?"—J. P. Lyford, in his book on the New York slums, "The Airtight Cage."

It became quite clear to the participants early in the Alma-Bacon County development effort, February 1967, that traditional, pluralistic, partisan, power politics would not fit with the systems approach of comprehensive community planning and development that they were studying in their seminar sessions. They recognized that a community divided within could not carry out major and comprehensive development.

The development approach that they had learned in their seminars and the parallel Model Cities approach required a concerted effort, one in which there were broad cooperation and coordination of efforts on a continuing and long-term basis. This meant that the community would have to practice a new politics—the politics of development, if it hoped to build an effective production capability and become a major socio-economic force.

Bacon County had six strong political factions, each tending to dominate an area of local affairs. Three of these leaned toward one of the more liberal major political parties on matters of national interest; the other three were more conservative in their viewpoints. Both major groups typically opposed each other in elections and other normal political affairs. However, on matters of major significance or in emergency situations, these two factions frequently laid their differences aside and acted in the community's best interests.

A third group had opposed almost any kind of change. Many area-based neighborhood groups had acted rather independently as various issues arose. All in all, this resulted in an unstable political situation as new alignments formed and old ones melted away and as new issues emerged and older ones were resolved. No doubt, many other rural communities can see themselves mirrored in the divisions that existed in Bacon County.

To practice the new politics of development, they brought into each task force persons who represented all segments of the population; the professionals, neighborhood groups, and local members of Federal, State, county, and city government. They decided that all community development projections were to follow the problem-oriented, analytic-planning approach. The production units in the Model City proposal-application effort were to be the working committees or task forces. In all, leaders whose differences were such that conflict might erupt were asked to stay clear of issues that could divide the community and handicap planning efforts.

A review of the community development successes in Alma-Bacon County shows the value of the strategy. By working together, coordinating their activities, resolving immediately differences that might become divisive, determining that everything is done fairly and honestly, controlling partisan activities, insuring fair and equitable representation, and working toward a totally improved community, Alma-Bacon County is building a powerful citizen-based development force.

The 12 task forces involved in the application for Model Cities assistance have served as the brick and mortar for the comprehensive community planning effort. To be successful, each had to meet specific criteria of representation; steer clear of personal indictments, negativism, or actions suspect of partisanism; and be able to produce and follow through on their analytic planning component of the overall comprehensive development plan.

A task force was responsible for one of the following: health, education, housing, relocation, physical environment, recreation, income maintenance and social services, employment and economic development, crime and delinquency, transportation, government, and design, historic preservation and new technology.

Constituting task forces so that the members met a wide community representation crucial for strong support was the first order of business. Seminar participants volunteered for the task forces on the basis of interest areas. Other volunteers were solicited through the public media and personal contacts. Anyone who so desired could serve on a committee of his choice.

When the task forces were finally organized, each was examined to insure that it included (1) a professional administrator, a practicing professional, and a representative of any governing agency concerned with the task force's subject, e.g., in education, the school superintendent, a school teacher, and a representative of the board of education, (2) a representative of each major political grouping, (3) representatives of the population based on income, age, sex, and race, (4) representatives geographically located throughout the county, and (5) a person qualified in fiscal matters.

Each task force was chaired by a respected and informed lay citizen who had a major interest in the subject area. The task forces functioned independently, meeting when and where convenient for the members. Most met once a week; some, twice a week. Each received outside consultation and technical assistance whenever requested.

The 12 task forces at work in this community development effort used the following common and inter-related approach in their work: [1]

1. Describe each major problem and break it down into lower order problems.
2. Determine the problem causes: How and why did the problems develop and why do they continue?
3. Describe problems in other areas that contribute to the persistence of the problems that they are studying. Document changes required to gain solutions.
4. Describe existing efforts to resolve the problems, their strengths, their weaknesses and limitations.
5. Describe changes in existing conditions which will contribute to resolving or managing the problems.

The materials of production used by the task forces includes: (1) the facts, information, knowledge, and values offered by its members, i.e. administrators, professionals, and informed and concerned citizens, and (2) data available from local agencies and institutions, the area planning commissions, district and state agency offices, the U.S. Census and other Federal agencies.

[1] See Appendix I for the full outline of the analytic-planning approach used in Alma-Bacon County.

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These are the factors which helped lead to the successful effort by Alma-Bacon county to secure the Model Cities program. While on surface these points may appear to be somewhat tedious, they are basic to success in such ventures. It is necessary to have capable people on the task forces, and objective problem-oriented approach, adequate data, information, and knowledge to carry out a sustained community development effort.

As the task forces worked deeper into their studies and analyses and began to develop tentative plans, they became aware that many problems stemmed from institutional arrangements and practices. Improvements began to be made as representatives of city government, the school system, the county government, the health department, and others became aware of the need for change.

However, it was only after Model City's funding that major changes, such as a new and improved curriculum, adequate testing, counseling, and modern equipment in the schools, were introduced and similar changes of this magnitude could be achieved in other areas. Of course, the planning for these changes helped greatly in making them a reality; it helped the citizenry in general; but it especially motivated those who had the power to initiate improvements. The task force planning therefore, contributed to the smoothness of the many community improvement transitions from the old to the new.

Another major improvement is that all of the governmental entities today reflect in their operations their interdependence—not independence. They are reacting to the fact that the problems with which they deal have complex causes, are interdependent or are at least influenced by the actions of inactions in other areas, and that coordinated efforts are far more effective in resolving complex problems than independent actions. They have learned that they can work together without their agencies or themselves being threatened.

From the beginning in 1967, through two Model Cities applications, a planning year, and the action years beginning in August 1970 until now, June 1972, the Alma-Bacon County program has been a citizens' effort. They have carefully nurtured and jealously guarded the program from the beginning. It is their creation and their hope for the future. To keep themselves informed, they publish a monthly newsletter which includes articles on major projects, administrative matters, and the status of all projects in each area of operation. Additionally, they spin off further publicity through the judicious use of the local radio station and in special additions to the local newspaper.

Predictably, any threat to the Model Cities program or attempt to make significant changes without prior approval of the citizenry will result in a strong defensive reaction. Acting together, they have continued to reserve for themselves the making of top decisions, setting policies, aligning priorities, and determining overall directions. Acting through the Model Cities Commission, the city and county governments, the Model Cities professional staff, and the task forces, the wishes of the people are made known.

VI. PROBLEMS IN BACON COUNTY

Economic conditions were never good since Bacon County was formed in 1914, but its citizens managed to maintain a standard of living comparable with other rural areas. Through the booming period after World War II and until about the beginning of the Korean War

in 1950, things were all right but people had to tighten their belts soon thereafter. Times got bad because of year-after-year reductions in tobacco allotments and because locally-grown, short-staple cotton was inferior causing small farmers to lose their markets to producers of higher quality cotton in other sections.

The mechanization of farms encouraged the enlargement of farms and created unemployment among farm laborers and small independent farmers. Some 25.7 percent of Bacon County's population left during 1950–60; conversely Georgia grew by 5 percent during that same time. As people left, businesses and stores closed, and the county's tax base faltered. The county was tightly gripped by economic deterioration and stagnation. By the early 1960's, it had lost the ability to maintain the quality of existing services and facilities, much less finance new and expanded community services.

The problems that first created and then reinforced a declining quality of life for many Bacon County citizens were of six main types: employment and economic development, education, health and social services, housing and relocation, physical environment, and recreation and culture. Underlying them were factors of limited job opportunities and low incomes, low educational achievements, and traditional attitudes on the part of citizens.

Employment and Economic Development.—Advanced technology, few job opportunities, and the ever-increasing trend toward urbanization made its mark on Bacon County in the fifties and early sixties. Like many other rural communities, the county was left out of the economic mainstream with little or no significant role in regional and national economic activities. Among the 3,000 rural counties, it was in the bottom 10 percent, based on income.

Its people found themselves with only a limited supply of jobs that provided an income adequate to maintain a family above the poverty level. Of the few jobs available paying an adequate income, there was virtually no opportunity for people to advance to positions offering greater responsibilities and increased income.

Bacon County was characterized by the following in 1969:

Of the 1,94[illegible] families, 1,083 or 56 percent were living on less than $3,000 annual income. (1960 Census)

Median income for all families was $2,696; 52 percent below the national median and 45.6 percent below the state median. White families averaged $2,808, black families constituted 13 percent of the population, averaged only $1,742. (1960 Census)

Effective buying power was 32 percent less than for Georgia as a whole.

Seventy percent of the local work force was underemployed. An estimated 12 percent was unemployed compared to 3.0 percent nationally.

More than 70 percent of the manufacturing employees were working in the garment industry, and industry that is labor intensive but noted for relatively low-salary scales and little opportunity for job advancement. Some 67 percent of the manufacturing employees were females.

Only 55 percent of the regular work force was employed as much as 48 weeks each year, indicating substantial seasonality in employment, both in agriculture and manufacturing.

The average hourly worker was making 11.5 percent less than his counterparts in other parts of Georgia.

Leaders in Bacon County list several major factors as responsible for their employment and economic development problems. Most fundamental, they believe, is that potential resources were not utilized or were underutilized. Vast areas of the county remain poorly drained and therefore, not suitable for farming or other land development. Some 80 percent needs drainage treatment to make it suitable for development. Thousands of acres of marginal land could be turned into highly productive crop land. Little provision has been made for reservoirs and irrigation systems to distribute water back to the land during seasonal droughts, a problem as serious as flooding.

Most raw agricultural products and all forestry production including huge supplies of pulp wood were shipped to other areas for processing; consequently, only a small fraction of their final retail value stayed in Bacon County. Large land holdings used for pulp wood production were assessed so low that they contributed little to the County's tax base.

Another major factor influencing employment and economic development problems is that Alma-Bacon County has not had a highly skilled labor force. With mechanization of agricultural production, many people were forced to migrate out of the County. Between 1950 and 1960, over 2,000 people moved to other areas, and since 1960, outmigration has continued, but at a reduced rate. Those leaving were in the prime labor force—youthful, potential leaders of the community took with them the County's investment in their education and training. Many who remained had the lowest levels of formal education; the median for all adults over 25 was 7.6 years. More than 43 percent of the adults had less than six years of schooling and 65 percent had less than eight years. Health defects and disabilities prevented many potential workers in the area from holding down full-time jobs. The country school system was financially and physically unable to offer a vocational-technical curriculum to meet education and training needs of local residents.

The extremely short supply of investment capital was a factor restricting development. Agriculture, a prime source of income, was an enormous user of the community's scarce supply of capital. The 600 farms, which averaged some 200 acres each, demanded a large investment in land, machinery, and operating expenses. Because of the relative inefficiency of small-scale farming in many instances, it would have been more profitable for farmers to invest their money in savings accounts at the local bank than spend it on their farms. Because of poor farming methods, low prices, and other problems, many of the smaller farms and some of the larger ones produced investment returns less than the guaranteed rates offered for bank savings certificates.

Commercial establishments also had difficulty competing with larger businesses in more affluent areas nearby. With their potential market in Bacon County limited not only by low-family incomes, but also by a decreasing number of families, merchants found it impossible to maintain inventories offering considerable choice. Residents who were financially able often traveled to other communities to find desired merchandise.

Problems in generating private capital led to difficulties in obtaining badly needed public capital. Up until 1969, Bacon County could not even raise the money necessary to use Federal grant-in-aid programs which required between one-fourth and one-half local matching. For example, a number of Federal programs, especially those through the Small Business Administration, Economic Development Administration, Department of Housing and Urban Development, and Health Education and Welfare—were available but were inaccessible because of a lack of local matching funds.

Individuals who wanted to buy a home, start a business, or expand an industry frequently were unable to meet the down payments required by lending agencies that had access to outside capital.

Limited public services and facilities, another factor, put Alma-Bacon County in a position where it had little to offer a prospective industry in terms of a suitable site; access to rail, air, and highway transportation; public water and sewer service; adequate fire protection; and suitable, unoccupied floor space. Until 1969, the community owned only 70-acres of potential industrial land; it was poorly located, poorly served, and poorly drained and much too small for long-range development needs. Past attempts to establish several small apparel industries by subsidizing buildings and land did provide badly needed jobs, but cost the community tax revenue and caused industrial uses to be scattered throughout the town, rather than situated in a central location.

The local airport, whose runway was only 3,200 feet long, was too small to handle modern business jets. Other public service and facility problems included a school system inadequate to meet community needs, an outdated hospital badly in need of rebuilding or replacement, limited recreation activities, few paved streets, poor storm drainage, and in general a substandard physical environment.

A major factor in problems of employment and economic development was the poor overall quality of the environment. Responsible investors, business and industrial interest were increasingly concerned about the shabby appearance and poor housekeeping practices of some rural communities; the open burning of trash and garbage; the dumping of junk along highways; and the loading of streams with sewage and other pollutants. Alma-Bacon County had many of these problems.

Potential businessmen and industrialists—realizing that Americans were beginning to demand that the environment be cleaned up and knowing that business and industry have to bear a major share of this cost—located facilities in other communities that were maintaining, or striving to maintain a wholesome living environment.

Some small communities have been able to flourish over the last several years of urbanization because they were well enough organized to chart a positive course of action and aggressive enough to actually implement their plans. Until recently, Alma-Bacon County has had no such concerted effort and this constituted another factor in their development problems. In the absence of proper planning and long-range goals, land was abused, resources poorly developed, and buildings improperly located and poorly constructed. In general the overall environment had been affected adversely. Only with the establishment of a positive development policy in Bacon County during the past few

years has the community developed the potential to begin attracting new investment and economic growth.

The final factor contributing to employment and economic development problems centered in job discrimination. Until recently, there has been little or no industry, hence too few jobs available to draw accurate conclusions regarding the impact of discrimination; where it was practiced and how it was practiced. To avoid potential future problems, however, Alma-Bacon County has initiated several educational, employment, and training programs since 1970 to insure the concept of equal job opportunity regardless of a person's age, sex, or race. In short, the economy of Alma-Bacon County exemplified the adage that it takes money to make money. What the community needed—and what it received through the Model Cities Program instituted in August 1970—was a reverse of the painful trend of economic disintegration. New sources of capital suddenly became available for investment in businesses and industries, and the County began to grow along with the economy of the region and the nation.

Education.—Until the Model Cities Program began in 1970, one of the principal deficiencies responsible for poor life in Bacon County could be traced directly to a county-wide school system unable fully to meet the educational needs of the community.

Consequently, its product, the graduate, was poorly prepared to meet the challenges of modern society. Essential to any topflight school system, but missing in Bacon County, were long-range educational development plans and careful in-depth studies of how the school system was functioning.

Three educational phases were in need of strengthening and sweeping change: Preschool development classes to assist young disadvantaged children from low income, culturally-deprived homes; an effective, individualized teaching system in the traditional grades 1–12; and opportunities for adults to continue their learning through basic and vocational programs.

Standard intelligence and achievement tests administered in the Bacon County school system in 1969 disclosed that its students were at a disadvantage.

Category IQ	Percentage of students nationally	Percent of students in Bacon County	Percent of deviation
Genius, 140 plus	2.5	0.4	−2.1
Superior to high average, 100 to 140	13.5	8.4	−5.1
Normal, 90 to 100	68.0	50.7	−17.3
Subnormal to borderline, 70 to 90	13.5	28.6	+15.1
Mentally retarded 70 and below	2.5	11.8	+9.3

The California Mental Maturity tests (short form), administered to seventh and eleventh grade students in 1969 revealed additional information on the ranking of Bacon County students in relation to their current grade level:

Actual grade placement	Level of Reading	Level of language	Level of arithmetic	Total
11.4	9.76	9.89	9.67	9.58
7.4	5.96	6.25	6.9	6.12

The overall dropout rate in the school system averaged 40 percent; 35 percent of pupils left school between grades 8 through 12. This dropout rate equals that for Georgia—the highest in the nation. Only 29.7 percent of the 1969 graduating class entered college; nationally it was 46 percent. Fewer than 25 percent of Bacon County's college students completed two or more years of advanced study. Over 43 percent of the County's population had less than 6 years of schooling; 65 percent had less than 8 years; and 78 percent less than 12 years. Median level of education in the county was 7.5 grades as compared with 9.0 grades for Georgia.

Local citizens determined that five interrelated factors were principally responsible for the County's serious educational problems: Limited preschool preparation; limited parent-school relations; personnel limitations; curriculum limitations; and inadequate facilities.

Limited Preschool Orientation.—In 1969, there were 1,158 preschool children under 6 years of age. About 650 were in families earning less than $3,000 yearly. Only two preschools were in operation: a private kindergarten with a monthly tuition charge serving 25 children and a part-time child care class in the high school for 15 three- and four-year olds.

Until 1970, most children entering first grade were ill-prepared to learn. Lack of kindergarten and other preschool orientation was particularly critical for children in poverty-stricken families whose background often failed to provide the emotional and intellectual development necessary to success in school. On the average their parents had less than 8 years of education. The substandard homes of at least 43 percent of the children adversely affected their health, attitudes, and desire to learn. An estimated 80 percent of those from low-income families had inadequate diets, physical defects, and internal parasites, which severely reduced their chances to keep up with healthy children.

School officials of Bacon County felt this lack of preschool training plus home and health problems were prime causes of underachievement and the high dropout rate. According to Leon Sapp, Bacon County School Superintendent, "Many children were failures the very first day they entered the schoolroom—they just waited around awhile before dropping out."

Limited Parent-School Relations.—Until 1970, there was no county-wide PTA organizations; the only parent involvement consisted of a small PTA group in elementary school with an attendance of 5 to 10 parents per meeting. This lack of parent participation and interest was blamed as the major cause of poor relations between Bacon County schools and parents. Harmful side affects included low-teacher morale, parents failing to follow up on their children's homework assignments, and parents' lack of support for school disciplinary measures.

Personnel Limitations.—Severe administrative and teacher personnel limitations also weakened the effectiveness of the school system and its abiiity to meet community needs. At the central management level, there was only a superintendent and two secretaries administering the largest public operating agency in the County. There was little time or expertise to initiate the time-saving, money-saving, quality-control techniques characteristic of modern business and government. Also neglected were such important items as long-range

planning, capital budgeting, cost accounting, data processing, impact evaluation, teacher management and curriculum development.

At the teaching level, classrooms were crowded and had a high pupil-teacher ratio. Out of question were the extra services found in most city schools, such as guidance counselors, achievement testing procedures, special education courses, in-service teacher training and other special programs to meet the needs of all the students, particularly the slow learners and disadvantaged youngsters from low-income families.

Curriculum Limitations.—The school program had become oriented toward college entrance, but only 25 percent of the students were completing more than two years of advanced study. No vocational training was available except for a few business and agricultural courses. Though reading and verbal skills had to be improved, there was not money for special classes. Although 40 percent of the residents over 25 years had less than 6 years of schooling, there was no vocational nor basic adult education courses.

Inadequate Facilities.—The school system had no facilities to implement preschool or vocational and technical school programs. Unquestionably, this was one of the most important physical needs of the entire system. The elementary school building was old and poorly suited to meet the standards for a modern teaching environment. The library, lunchroom, auditorium, and junior high school also were substandard and did not serve the community's interests. They were crowded and inadequate, posed a fire hazard, difficult to maintain, and did not have air conditioning, a necessary comfort in the southern climate.

Health and Social Services.—With more than one-half of the families experiencing poverty conditions, poor health was a significant problem in Bacon County. For example, physical examinations of 160 children enrolled in the Head Start Program in 1969 showed that 80 percent had physical defects needing correction, 30 percent were anemic and suffering from malnutrition, and 40 percent had intestinal parasites. At least 25 percent of the young people had permanent dental handicaps by their fourteenth birthday.

Significant deficiencies in health and social services in Alma-Bacon County included:

1. The emergency treatment capacity of the county's only hospital was limited to one person at a time.

2. Diagnostic capabilities were severely limited because of inadequate laboratory facilities and equipment.

3. Overcrowding was a problem and the 28-bed hospital was frequently being used at more than 100 percent of capacity.

4. The ratio of 4.4 doctors and .8 dentists per 10,000 population in Bacon County was far below the respective state rates of 10.1 and 2.8 and national of 15.2 and 5.6.

5. There was no supplemental flouridation of the local public water supply to help reduce tooth decay.

6. There was no outreach program to identify families needing assistance and to help them contact and work with agencies that meet their needs.

7. There has been no County transportation system to supplement private automobiles for low-income, elderly, and disadvantaged people in rural areas. Because of the county's low population density (29 people per square mile), transportation for those in isolated

rural areas has been a major obstacle to utilizing health and social services.

8. The public assistance program was out of tune with today's cost of living and did not provide families with enough income to meet basic necessities as the following table shows:

	Number of families receiving assistance	Maximum monthly payment	Maximum annual payment
1969 public assistance:			
Aid to the blind	8	$84.00	$1,008
Old age assistance	273	84.00	1,008
Aid to disabled	177	84.00	1,008
Aid to families with dependent children	154	164.00	1,968
Total families (including 445 children)	612		

Additionally, the public assistance program penalized welfare recipients by cutting grant assistance by the amount that they earned at regular jobs, therefore, perpetuating an attitude of dependence and lack of initiative.

9. Health insurance or emergency assistance was unavailable to many low-income families, either through a group plan or on an individual basis. Many employees in the community did not participate in federally-subsidized health insurance, and private insurance was often too expensive or too limited in coverage for those who needed it most.

Housing and Relocation.—Of 2,380 housing units in Bacon County in 1969, 1,038 were substandard, i.e., dilapidated and deteriorating. Much inadequate housing stems from poor construction—it was built substandard. Over half of the total housing was built 30 or more years ago when rural building practices in the area gave little consideration to adequate construction standards and locating homes on good sites. In Alma, houses are crowded together on extremely small lots; in rural areas, people are crowded together in small and inadequate houses. Only about 20 percent of the county is suited for housing and hundreds of houses have been built in swampy areas subject to ponding and flooding.

In 1969, there was no decent housing in the community for rent or sale. Vacant housing was unfit for habitation. Although mobile homes constitute one way to get improved housing in short order, no mobile home parks in the county met acceptable standards for lending institutions or the Mobile Homes Manufacturers Association. Mobile homes on individual lots are zoned out of Alma and people who buy them have been forced to locate in substandard parks or vacant fields with no access to public water and sewer facilities. Until recently, housing codes and ordinances were unknown in Alma, and such regulations have been traditionally resisted throughout the rest of the county. Consequently, business and industry are intermingled with residential areas, usually to the detriment of the homes. The city's waste-disposal treatment facilities were operating beyond capacity, preventing the extension of public sewer services to new residential areas. Credit and capital have been short in the County and few local people have enough money to build houses speculatively.

The severe shortage of housing kept people from upgrading their living conditions and discouraged new people from moving to the

community and young married people from staying. This harmed the community's prospects for additional industrial growth. Bad housing and overcrowding also subjected families to considerable stress—physically, mentally, and emotionally. The County had 23 admissions to mental hospitals during 1969, the third highest rate in the State.

Physical Environment.—Bacon County's natural features—land climate, water, and man-made features such as roads and buildings—comprised a physical environment that in many respects has been inadequate, undesirable, and a deterrent to sound social and economic growth. Poor drainage on 80 percent of the county's land area has made it difficult to develop for agricultural, residential, commercial, or industrial purposes. Swamps and low areas on about 11 percent of the land prevented land development.

Heavy rains and flooding periodically destroy large portions of the county's corn and tobacco crops. Agricultural losses totaled nearly $3 million in 1969.

Alma's sewage disposal system, designed for a population of 3,400 had a load equal to 6,200 persons in 1969 because of wastes from the public school system and two meat processing plants. Wastes from other plants went directly into creeks and streams. Of 1,188 sewage disposal systems in the county, 30 percent were classified as unacceptable by standards of the health department. Effluent from these septic tanks, privies, and cesspools discharged directly into streams, raised to the soil surface or seeped into nearby water supply systems. Public health problems, including a high incidence of people with intestinal parasites, were directly related to this widespread condition of inadequate disposal of human wastes.

Alma disposed of its solid wastes at an open dump by periodic burning, causing a serious pollution problem. The burning created obnoxious odors and smoke that frequently blanketed half of the town and gagged its population, especially in warm, humid weather.

As 1969 ended, more than 75 percent of the county and city roads were unpaved, causing excessive dust conditions during dry seasons and difficult travel conditions during winter and wet seasons.

In addition to poor streets, Alma's downtown shopping area had been in a state of disrepair and deterioration. The appearance of 70 percent of the stores inside and out was rated as poor. Convenient parking was in short supply.

City and county offices were for the most part old, overcrowded, and out-of-date. Facilities in especially poor condition included the Courthouse, County Office Building, welfare office, and the public library.

Recreation and Culture.—Until 1970, few of the recreational and cultural needs of Bacon County citizens were being met. This, no doubt, has played a major role in the outmigration of more than 3,000 people during the past 20 years. Many were bright young people reluctant to settle for the monotony of a community with little to offer. Lack of recreation and cultural activities also contributed to the county's difficulty in attracting new business and industrial investors, especially those requiring a highly skilled labor force and managerial staff since morale and physical fitness greatly affect production. There were no swimming areas, except for a small community pool condemned by the Health Department as unsanitary. An expensive floor in the high school gymnasium was restricted to the school's varisty basketball teams and intra-mural sports.

In addition to the lack of recreation in Alma, there were no developed recreation areas in outlying county neighborhoods. With the exception of churches, there were no facilities in rural areas where residents could get together for group activities. The community library was located in an old house in Alma in limited space, poorly designed and equipped and not centrally located.

The local per-capita expenditure for city and county recreation programs of $1.41 annually was far too low when compared with a State average of $3.85 and a recommended national standard of $7.00. Hunting areas were restricted, and all lakes and ponds were private. The streams were often polluted by the disposal of sewage, trash, and garbage. Reluctance to integrate the population, coupled with financial constraints also combined to restrict recreation and cultural activities.

VII. PROFILE OF ALMA-BACON COUNTY DEVELOPMENT PLANS AND ACCOMPLISHMENTS

"Many people not acquainted with Alma-Bacon County may find it hard to appreciate the significance of our Model Cities program. However, this program has become an integral part of our community development plans. We do not view our Model Cities effort as merely some extra funds coming in from the outside. On the contrary, we feel that it represents perhaps our last chance of becoming a growth area. This is why all Bacon Countians are taking such major interest in the Model Cities program and giving it their best guidance and direction.

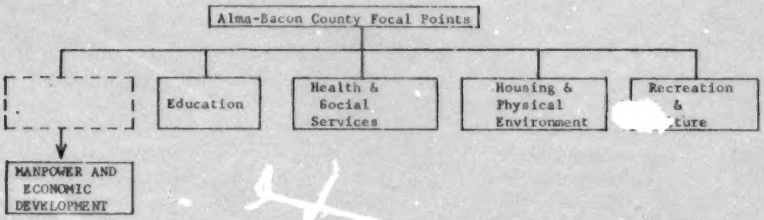
"For too many years, high level leaders at State and Federal level have ignored rural communities and directed financial assistance to large metropolitan areas. Through hard work, we were fortunate to reverse that policy. Alma-Bacon County is rural. And the Model Cities program provides us with the opportunity to spotlight what can be achieved in the countryside, to prove to ourselves, other cities and counties, and government leaders, that rural communities can catch fire and grow.

"We welcome too, the chance to show how viable rural communities can help solve urban problems that left untended, threaten us all with extinction. What we are doing here in Southeast Georgia will serve as a pace-setter for other communities to follow. That's our motto: 'Alma-Bacon County—a model for rural America.'"—Henry Bishop, Mayor of Alma, youngest mayor in Georgia, and strong supporter of the Model Cities effort.

Alma-Bacon County needed the same things that other rural areas need: Jobs; social services, including health care and educational opportunities; recreation; housing; community facilities, including sewage disposal and good water; public utilities, such as telephone and electricity and natural gas; adequate transportation; and access to capital and credit.

Here we outline only the Model Cities-funded projects that have been initiated during the past several months. Many more Model Cities-funded projects will be completed before the 5-year program

expires in August 1975. Additionally, many other improvements and developments, not funded under Model Cities and not listed here, are being carried out or will be carried out in the county. The projects will be discussed by task force area:



Economic stagnation and deterioration are the most critical problems of citizens of Alma-Bacon County. Over the past several years, there have been too few opportunities in industry or agriculture which provided families with incomes above the poverty level. And within these few opportunities, there was little chance for the worker to advance to positions of greater responsibility and increased income.

A prime goal in Alma-Bacon County is to build a strong local economy—carefully balanced among the agricultural, industrial, and service sectors and free from drastic fluctuations—that will provide all its citizens with an adequate standard of living, the opportunity for challenging employment, and the potential for income advancement. The county's objectives toward reaching this goal are grouped in the following sections:

1. Income

Increase the per capital income to 80 percent of the state average in 5 years, 100 percent in 10 years. The 1970 level is 72 percent.

Reduce the number of housholds having real incomes of less than $3,000 per year to 25 percent in 5 years and 18 percent in 10 years. In 1970, 33 percent of the Bacon County households had incomes below this level.

Reduce the black/white income disparity by 40 percent in 5 years and 80 percent in 10 years. The median family income difference was 1,110 in 1960 and approximately 1,000 in 1970.

2. Manpower Development and Employment

Within 5 years—reduce total unemployment to a maximum of 3 percent. It averaged 12 percent in 1969, 9 percent in 1970.

Eliminate underemployment of existing skills by maximizing opportunities for in-service training and career development. In 1970, some 65 percent of the existing skilled work force was underemployed.

Stop net outmigration to achieve a population that is stable or growing at up to 4 percent per year. Net outmigration totaled 2,131 (23.8%) during the ten years 1950–1960, 963 (11.5%) during the ten years 1960–1970. Studies indicate that net outmigration halted in 1966 and an inmigration of 1 to 3 percent per year prevailed in the years 1967 through 1971.

Increase opportunities for adults to complete on-the-job or classroom training courses by 200 percent annually by 1975. Approximately 60 persons participated in training courses in 1970.

3. Agricultural Transformation

Within 10 years—achieve parity of income per farm family with the average family income in the State. In 1970, it was approximately 72 percent of the State average.

Within 10 years—increase the average net income per acre of farmland by 50 percent through the introduction of new crops and production/marketing techniques. In 1971, net profit ranged from $20 to $90 per acre.

4. Capital Investment

Increase new investment in business and industry by $10 million annually by 1975. An increase of approximately $5 million was realized during the 2-year period 1970 and 1971.

Increase the per capita assessed value (40% of true value) of taxable real property by 35 percent annually by 1975. In 1970 it totaled $2,400.

The Manpower and Economic Development Task Force spearheads the manpower and economic development program in Alma-Bacon County. This task force, in coordination with the other task forces, identified three major areas—attitudes, education, incomes—as those which in a cyclical manner most contributed to the problems of the county.

In other words, poor attitudes and philosophies restrict improvement and when expressed through governmental processes, lead to a leadership oriented to the past. These attitudes and actions prevent the achievement of a wholesome community. Not having a wholesome community, the chances for economic development and higher personal incomes are forfeited. The tax base is weakened and a corresponding drop in the quality of education and other critical services is experienced. In turn a human resource is produced having been damaged physically, attitudinally and philosophically by a limited educational background and poor economic experiences. And the cycle continues, spinning off problems that feed upon themselves and grow progressively worse. It was felt by the task force that all development projects should be conceived and rated in terms of their effectiveness in breaking this cycle and that the establishment of a sustainable economic base for the community was of primary importance.

To coordinate and implement suggestions made by the Manpower and Economic Development Task Force, a county government division of Manpower and Economic Development (MEDD) was established; it serves as the center for all community-wide planning and initiates all manpower and economic development activities. A coordinator and a two-man staff constitutes the new agency. MEDD had a first year budget of $158,000, including a $25,000 investment fund.

From January to December 1971, this agency, with the help of outside consultants, has analyzed community needs and goals outlined by the task force, prepared comprehensive economic development plans, evaluated the feasibility of industrial prospects, conducted labor force studies, assisted in developing promotional material, and helped industries interested in locating in the area prepare applications for government funding. It provided $16,000 to the State Labor Department for the operation of the local employment service.

MEDD oversees the economic development investment fund. Monies in the fund are used to provide equity or quasi-equity capital to

new industries and, in turn, to permit further financing of these ventures through local banks or other investors.

MEDD has also been instrumental in promoting a detailed study of the benefits of Lake Alma, a 2,000-acre recreation lake proposed to be created on Hurricane Creek. It would border Alma on the east, extend some 6 miles upstream, and provide another inducement for industries to locate in the county.

To help obtain far-reaching and income-generating changes in local agriculture, MEDD is helping to ntroduce the growing of blueberries as a new cash crop. A feasibility study indicated that the fruit would flourish in the area because soil and weather conditions are favorable. The population buildup of Atlanta and other southeastern cities creates a ready market nearby. The Georgia Blueberry Association, a locally-based growers' cooperative, has been established with the aid of a $25,000 MEDD grant to encourage blueberry production and other new agriculturally-related activities. Some 30,000 two-year blueberry plants have been transplanted to a nursery field and an additional 140,000 cuttings are being cultured in greenhouses on the Alma-Bacon County airport grounds. Eleven farmer growers have a total of 45 acres of three-year blueberry bushes on their farms; these plants will begin producing a commercial crop at 5 years-of-age that returns a net profit yield of $400 dollars per acre. Successful implementation of the Georgia Blueberry Association plans would make blueberries the major cash crop in Bacon County by 1983.

MEDD projects underway, or soon to be initiated in Bacon County, provide immediate employment for local residents—as well as aiding long-range economic growth. They include:

Bacon County Industrial Park Development

Two hundred acres of prime land for industry was acquired in 1971. This acreage was identified by community and staff planners as the most desirable land in the county for industrial development due to its proximity with the airport and major highway and rail transportation. Site development is designed to take advantage of all the transportation and service aspects with major emphasis on esthetic development. The community feels that the very highest quality design and development including landscaped medians and rights-of-way of access roads, an employees park and pond, street design and environmental covenants, and the preservation of existing natural features will better insure the location of quality industry paying quality wage. Site development including the construction of access roads, site preparation, landscaping and installation of water and sewerage service commenced in June 1972.

Road and Highway Construction

The community is engaged in an active road construction and improvement program implementing their major thoroughfare plan. Presently, this includes 5 miles of State/Federal highway, 2 bridges and 19 miles of local streets and roads. The plan includes improved standards and beautification of urban streets.

Airport Improvement Program

In 1970, with the aid of a state grant, the community developed an airport master plan detailing improvements for the Bacon County airport. The airport consisted of a 3,000 foot runway, a hangar, and

the FAA flight service station. The plan calls for the rerouting of the access road, lengthening and widening the runway to 5 000 feet and 100 feet respectively, and adding new equipment to raise the airport's FAA classification and allow access for executive jets.

Also in the plan are increased taxiway and tiedown facilities for flight service and maintenance, an area for executive storage and office space, and a air-motel-restaurant facility. The airport plan was developed in conjunction with industrial park planning. The awarding of Department of Transportation, FAA, and State grants have permitted airport construction to get underway.

The improvements will allow the expansion of the largest local industry, a major carpet manufacturer, and have resulted in attracting an aircraft repair and maintenance business. This project has made the community more saleable to industry.

Water and Sewerage Improvement

A water and sewer development plan has been prepared detailing necessary improvements for this most important community utility system. Recommended improvements are sewerage treatment facilities, primary and secondary, to replace the existing oxidation ponds, and service extensions to all residential, commercial, and industrial areas. The systems have been designed to accommodate futureg rowth and land use projections.

Lake Alma Development

A 1971 basic engineering feasibility study indicates that a major dream of the community, a 2,000-acre lake on Hurricane Creek, bounding the City of Alma and extending about 5 miles out in the county, can be constructed. The lake could be a major economic project by providing recreation of a water-oriented atmosphere to the community's physical environment. The project was conceived some 30 years ago during an assessment of Bacon County resources. While this will be a most beneficial project, the aggregate cost to the community poses a considerable financing problem. Liaison with the Army Corps of Engineers, Bureau of Outdoor Recreation, HUD Legacy of Parks, State Parks Department and State Highway Department does, however, point the way to successful public financing. Local matching efforts include contributions of land and labor, in-kind land clearance and earth moving by the county as well as local cash. An application for assistance with flood plain land acquisitions is now being reviewed by the HUD Legacy of Parks Program.

The Dam will be located near the eastern boundary of the city, with the lake extending northward. The eastern section of Alma houses predominately low-income and minority residents and the Bacon County Senior High School. The lake will significantly increase the liveability of the area which is currently undergoing urban renewal treatment. The entire lower expanse of the lake, that portion bounding the city, will be cleared of all growth and be open recreation water fronted by a 110-acre park. The upper portion will be left in a natural state creating excellent habitat for wildlife including: water fowl, fish, alligator, turkey, coon, and possum. This will be the only lake with over 300-acres of fresh water within a 90-mile radius.

Land Drainage

An inadequate natural land drainage system in the county plagues 80% of the land area causing thousands of dollars damage a year

to the agriculture and forestry economy. An initial watershed improvement program, covering 27,425 acres, is underway and plans are being completed on the second watershed. The projects will provide direct benefits to 2,800 people and indirectly to the entire county.

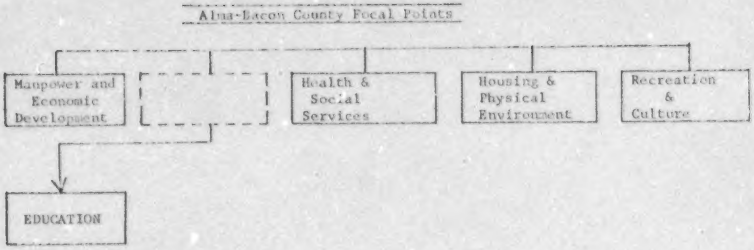
Manpower Program

A manpower program has been initiated which will accomplish three purposes: (1) Provide data on the human resources available for industrial development; (2) Aid local people and employers in upgrading employment through testing, counseling, and training; and (3) Coordinate all local and regional efforts toward unified manpower development programs. The local program, consisting of a coordinator, a counselor, and interviewers, has assisted over 400 people in improving their work situations.

ECONOMIC DEVELOPMENT PROJECT COST—SUMMARY

	Project title	Construction period	Estimated cost	Federal support	Estimated jobs during construction	Long-range job production	Federal agency
A.	Bacon County industrial park development	June 1972 to June 1973	$572,000	$490,000	68	1,000	USDA Farmers Home Administration; Economic Development Administration; HUD/MC.
B.	Road and highway construction	Continuing	1,337,000	1,114,000	95	Indirect	U.S. Department of Transportation; HUD/MC; HUD Urban Renewal.
C.	Airport improvement program	November 1971 to August 1972	431,972	218,700	45	115	Department of Transportation; FAA; HUD/MC.
D.	Water and sewerage improvement	November 1973 to November 1974.	1,128,000	902,400	50	4	EPA; EDA;[1] HUD/MC.
E.	Lake Alma	July 1972 to December 1975	1,900,000	950,000	100	150	HUD—Legacy of Parks; HUD/MC; BOR.[1]
F.	Land drainage	January 1972 to December 1975	615,000	350,000	40	Indirect	USDA/SCS; U.S. Forestry; HUD/MC.
G.	Manpower program	Continuing	20,000	20,000		Indirect	HUD/MC.

[1] Proposed.



An analysis of educational standards in Alma-Bacon County revealed the need for improving achievement in grades 1–12, and broadening the school system's traditional program in several new and innovative directions. These include a shift toward more individualized techniques of instruction, new facilities, and equipment to add quality and flexibility: more attention to children's development in the "effective" domain as well as in the traditional "ability and achievement" area; and an extension of education to those below the first grade and beyond the twelfth.

Through the years the high school curriculum in Alma-Bacon County has been college-oriented. But 70% of the high school graduates do not attend college, and only 54.2% of the students entering first grade graduate from high school. These facts demonstrated to the Education Task Force a real need to shift toward education that would help citizens obtain rewarding and economically secure careers not college directed.

The Education Task Force was active in penetrating into the community's problems and coming up with meaningful solutions. For years, community residents, teachers and the Board of Education had shared an awareness of the school system. But the community's economic underdevelopment, weak tax base, and low-income levels effectively restricted any major school improvements. The Model Cities program with substantial funds allocated for education now make this possible.

The goal of the Alma-Bacon County educational program is to provide every resident with the tools he needs to live a successful and satisfying life. The county's objectives toward reaching this goal are grouped in three main areas:

1. Educational Environment—Within 5 years:

   Correct the most critical physical deficiencies in all three schools—elementary, junior high and senior high—through remodeling and repairing, limited new construction, limited equipment purchases, and an expanded effort in maintenance and upkeep.

   Increase space available for educational purposes, through remodeling, new construction, and intensive use of other facilities in the community (churches, community centers, recreation centers, etc.).

   Develop a long-term capital improvements plan for the entire school system.

2. Educational Processes—Within 5 years:

   Establish an ongoing process of curriculum updating and reform giving students more opportunity for learning closer ties with learning processes that occur inside and outside classrooms.

Improve the use of financial resources by establishing and refining management accounting and budgeting systems for the Board of Education.

Based on the task force estimate that 500 children age 1 to 5 need early learning and day care service develop a comprehensive early childhood development program to serve 100 percent of the target group. In 1971 some 100 children participated.

Involve more parents in the educational process. Some 660 parents were actively involved in 1971.

Increase resident participation in vocational-technical courses by 400%. In 1971 some 90 residents participated.

Increase resident participation in adult basic education and adult enrichment by 200 percent. In 1971 some 100 persons were enrolled.

Increase teacher participation in extracurricular and in-service training courses by 150%. In 1971 100% of the teachers in the system took new or refresher training.

3. Educational Products—Within 5 years improve education instruction in order to:

Make the performance level and the ability level of the student compatible.

Reduce the dropout rate.

Increase the number of college enrollees who complete work toward 4-year degrees.

Raise the median number of years of schooling for Bacon County adults.

Increase alternatives for all citizens whether their choices concern careers use of leisure time community involvement or personal development.

During 1971 substantial progress was made in the following areas:

Educational Environment—Remodeling repairing and new construction have resulted in:

Open space teaching areas throughout the junior high school.

An addition to the high school industrial area.

Complete renovation of high school business education and home economics departments.

Renovation of and addition to junior high industrial area.

Approximately 500 running feet of new storage space for elementary and junior high school.

A shaded nursery area for horticulture.

Additionally, courses for personnel in maintenance/custodial work are being launched; over $10,000 worth of audio-visual equipment was installed; and a local church provides space for an early childhood developmen' school.

Educational processes:

All curriculum has been revised and updated. A product of this revision is a curriculum guide which described behaviorally the 90-odd courses now offered at the high school level. These courses undergo continuous refinement. To oversee this revision and to monitor curriculum changes, department heads have been appointed.

The schools' central office has adopted the voucher system of payment and computerized accounting.

The system of reporting to parents has been completely revised and this revision was introduced personally to the parents by principals of individual schools.

Manpower and Economic Development sponsored a carpenter's training course at the high school.

Adult education is offering for the first time general courses in which a student can earn Carnegie units.

Teachers are offered graduate level courses locally for credit and participate, on a bi-monthly basis, in highly structured in-service programs.

Educational products:

All instruction is now based on behavioral objectives which are geared to the ability of the individual child and which guarantee success experiences.

A variety of materia s has been purchased in order to enhance the student's learning to process information rather than his simply acquiring information.

Contingency management/behavior modification techniques with both material and social reinforcement are stressed.

To upgrade the educational skills of all its citizens, Alma-Bacon County has initiated seven major projects. These are:

Comprehensive Education Improvement Program (CEIP)

CEIP's major thrust is to implement a system-wide program of curriculum re-structuring, individualized learning, staff development, and systematization. One of the major innovations, sub-project PLAN was developed by education specialists at the Westinghouse Learning Corporation. PLAN (Program for Learning in Accordance with Needs) is being implemented in the elementary and junior high schools. PLAN, the student's learning progress is monitored by an IBM computer, and daily progress reports for each child are issued to be used in counseling sessions between student and teacher. PLAN programs are being carried out in language arts and reading, mathematics, social studies and science. A student is not forced to study programs he does not understand, just because the rest of the class is, nor does he have to repeat material he already knows.

Through initial testing and analysis, information about each child's reading ability, his level of achievement in various subject areas, his interests, and favored method of learning is assessed as he gets started in PLAN. Using this information in combination with teacher observation and computer analysis, a suggested Program of Studies (POS) is created for each child in each subject area. This program of studies forms the basis of the work the child will do in the course of the school year.

To follow through on sub-project PLAN, the high school curriculum was restructured into a highly innovative "quarter system," in which the student takes two major courses each quarter. Each course is taught 2½ hours each day for 12 weeks. Each day for the entire school year, he also takes a one-hour course in elective areas such as band, French, or physical education. All these courses carry one unit of credit. Through the new quarter system, the student is taking seven different subjects during the year; previously, he could only take five. The new arrangement has permitted the adding of 30 new courses, such as microbiology, human anatomy, and Spanish, to enrich the school curriculum. Taxpayers are also profiting inasmuch as each

teacher is able to teach six courses a year instead of five. Also, the use of text books and equipment is tripled since students use them intensively for 12 weeks and then pass them on. Additionally, a summer high school quarter can easily be initiated when the community is eady.

The 2½ hour periods add flexibility to the curriculum, allowing more time for laboratory experiences, field trips, and in-class attention by teachers to individual student needs.

The third sub-project involves providing central school administrative staff and services. Staff people are available to continue to evaluate and replan the comprehensive improvement program, supervise and coordinate the new system-wide projects, improve the effectiveness of management, grant-seeking, and budgeting processes, provide for in-service training of teachers and administrative staff, and arrange for regular system-wide student testing.

Early Childhood Development Program

Some 230 preschoolers, ages 3 to 5, are enrolled in morning, all-day, and afternoon learning programs that operate weekdays, year-round from 7 a.m. to 6 p.m. A mixture of children from different income groups, rural and city areas, and both races is achieved in each class.

The project has three main purposes: (1) to provide a stimulating learning environment for the children, centered around educational and social experiences and geared to each child's level of intellectual, social, and emotional advancement; (2) to achieve close coordination of the Early Childhood Development Program with the primary grades in school; and (3) to provide day-care services—particularly for children from low-income families—which will permit parents to take advantage of employment and training opportunities that might otherwise be inaccessible.

A school food habit study revealed that the children had the following serious dietary problems: (1) 17 percent had not eaten during the day or ate food that consisted almost totally of carbohydrates; (2) 48 percent had less than the recommended daily level of 1½ pints of milk; (3) 57 percent had inadequate amounts of fruits and vegetables; (4) 18 percent had less than the recommended level of enriched bread and cereals; and (5) more than 20 percent of all foods eaten were empty calorie types (those that contribute little nutritionally).

Physical examinations of the children entering the Early Childhood Development Program showed that 10 percent had hemoglobin levels of less than 10 grams per 5 liters of blood (normal hemoglobin level is 14 grams). On this basis, nearly 100 children in the county below 6 years of age were afflicted with severe diet deficiency anemia. These children have little resistance to infection, are tired, unable to concentrate, hard to stimulate mentally, and otherwise have difficulty functioning normally.

It was through these medical exams that community leaders first discovered that some 80 percent of the small children from poor families were seriously infected with intestinal parasites.

Early in 1971, breakfast programs financed through the U.S. Department of Agriculture were started in all Bacon County schools. Consisting of ½-pint of milk, ½-cup of orange juice, 1 egg, and 1 slice of enriched bread, the breakfast increased each child's nutrient intake up to 35 percent and resulted in many making dramatic progress in school.

One or both parents are encouraged to participate in group meetings, discussions, and individual counseling sessions designed to add to their understanding of their child's development and his basic learning processes.

Experience and evaluation is showing that children from the most disadvantaged families are making the most dramatic improvements in social, emotional, and learning behavior. The staff at the center averages one adult for every 10 children and provides an image often not present within the child's home environment. Volunteer workers from the community enable the children to become familiar with all age groups from grammar school children to senior citizens. At the center, the child participates in role playing; he actively performs the roles he observes in his home, school, and community. He also gets to know his world better by asking questions, sharing, discussing, and observing.

The following true story from a Bacon County newspaper illustrates how impoverished and disadvantaged families benefit from the Early Childhood Development Program. It's titled: "Learn to Love is Better—Ask John." John, 5 years old, lived with his grandmother in an impoverished situation, and was used to playing by himself or with boys much older. He learned to fight, kick, pinch and scratch, but never to love. The school tried hard to teach John to share, and not to push and pinch. But John showed little improvement, so after two weeks, he was sent home.

Lilly is a lady who cares about people. She heard about John and knew that deep in his heart, he really wanted to be with other children his own age. A little more than a month after John was sent home, Lilly asked Bill, a supervisor at the center, if she could come with John and supervise him carefully. For about 2 weeks she helped John learn to get along with other children his own age. But John had a streak of devilment in him and one spring day he climbed over the fence in the playground. Bill and Lilly chased him down the hill, and John just loved it; he turned around and smiled at them and then ran faster. Finally, Bill and Lilly stopped, and Bill said loud enough for John to hear, "Wait Lilly, if John wants to run away, let him go; if he wants to come and be with us and other children, then he'll have to come now." John heard Bill, and he knew that he really did want to go to school, so he stopped running. John came back to Bill and Lilly. And he came back to the center. Lilly doesn't have to stay at school with John anymore, because John is really learning what it means to be wanted.

Urban/Rural School Development Program

Urban/Rural's major thrust is to train all employees of the Bacon County Board of Education and members of the Community School Council. The project proposal, developed by the Community School Council is composed of community representatives, school representatives, and student representatives and approved by the Board of Education. The project will be implemented, evaluated, and revised by the Council with the approval of the Bacon County Board of Education.

The program will train administrators, teachers, and para-professionals to enhance the new curriculum. Training also will be provided for others involved in any aspect of the total school program. For

example, the program will train custodians to improve the cleaning and maintenance of school facilities, thereby contributing to a better learning and teaching environment.

The major objective of the program is to increase student achievement in the school system. All 15 training strands of the first year program are designed to have a direct or indirect impact on student achievement.

The Urban/Rural School Development Program is operated by the U.S. Office of Education and there are 34 sites in the United States; of these 34 sites, eight are rural and Bacon County is one of the eight rural locations. The program is designed to continue for a period of 5 years.

Vocational Education Program

The Vocational Education Program in the Bacon County School System is directed toward preparing the student to take his place in our society as a useful and productive member of that society. This is done through relating academic work to occupational avenues, the student's interest in satisfying careers to be pursued, and helping him make meaningful decisions concerning his own career development, as well as leaning specific skills in his chosen areas.

To provide a continuing and full career development program through the entire range of school years, a "World of Work" program (one of the 10 such pilot programs in the state of Georgia) was begun in grades one through six of the elementary school. This program provides: (1) an early exposure to the community's different occupational groups and the skills they require; (2) a basis for relating in-school academic work such as language arts, math, science, and social studies with the working world outside the classroom; and (3) a better knowledge of the community's working life through field trips to work areas and classroom presentations by local citizens in many different jobs.

In the middle grades of the system, students are introduced on an exploratory level to woods, metals, power electricity, graphic arts, design, business education, and office practice through classes in industrial arts and business education. Basic training in agriculture and homemaking will be offered soon to round out the exploratory experience in the vocational education areas. It is felt that a stronger, more complete program in the elementary and middle grades will provide a better base upon which to build a comprehensive vocational program in the upper grades of the system.

In grades nine through twelve, vocational education is provided in the areas of industrial arts, production agriculture, horticulture, business education, vocational office training, diversified cooperative training, homemaking, and child care. During the day, some students are placed part-time with local businesses and public agencies, including the Early Childhood Development Program, to gain actual experience in jobs related to their vocational course.

At present, vocational class enrollments total 412 in grades 9–12, 331 in grades 7 and 8, and 143 in grades 1–6, out of a total elementary and high school population of 2,047.

Planning is underway to build an additional vocational facility to teach construction, metal working, and drafting-design trades. The addition of this facility to the overall program will mean the attain-

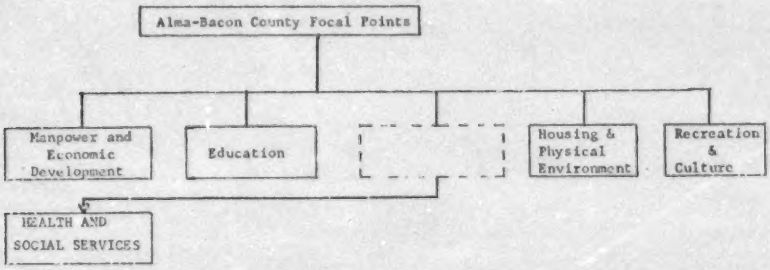
ment of the community's objective to provide students a comprehensive vocational program of education before they graduate.

All facilities are available for post-secondary and adult programs as the need arises, both for occupational entry-level programs and those directed toward community and individual enrichment.

EDUCATION PROJECT COST—SUMMARY

Project title	Estimated cost	Federal support	Number persons served	Federal agency
A. Comprehensive education improvement program.	$125,000	$75,000	2,400 youths, 800 adults	HUD/MC.
B. Early childhood development and day care.	[1] 300,000	225,000	246 children (age 3-5), 220 families.	HEW title IV-A; HUD/MC; USDA.
C. Urban/rural school development	150,000	150,000	240	HEW.
D. Vocational education (facilities and equipment).	124,000	114,000	886 enrolled (grades 1 through 12).	Coastal Plains Regional Committee; HUD/MC.

[1] Includes initial setup costs.



Three major problems of health and social service exist: the local economy is too weak to support adequate incomes or essential public services, health and social services are underutilized by those in need, and many badly-needed services are inadequate or totally lacking.

To meet these problems, the Health and Social Services Task Force established two goals: Improve delivery of health and social services, to help ease the immediate problems facing low-income and disadvantaged members of the community, and increase effective impact of these services, to decrease the need in the long run for all but emergency and preventive services. Specific program objecives are:

1. Improve Service Delivery

Build a central data file on available health and social services' use patterns, and user characteristics, as a guide to comprehensive planning and administration of services.

Design a coordinated outreach/intake/referral/follow-up system for health and social services and provide assistance to all local agencies in using and contributing effectively to the system.

Assist individual agencies in providing residents with information on services available and assist residents in obtaining assistance.

Provide emergency assistance to persons whose needs cannot otherwise be filled, and provide for an appeals procedure for those rejected for assistance.

Increase the flow of outside resources (State and Federal grants) to fund local programs and increase the efficiency of resources that are available.

Increase use of food commodity and food stamp programs to 75 percent of the estimated need within one year and to 100 percent within three years. Dramatic progress is already being made. Some 446 families per month received public assistance in 1971, and 420 received surplus food commodities to supplement their cash assistance. Reasons for low participation before 1971 included lack of information about programs, lack of transportation, and an unwillingness to be publically identified as using "poverty-labelled" public services.

Increasing the number of enrollees in family planning, nutrition, and consumer education courses by 100 percent in one year, and 500 percent within three years. Of 560 individuals eligible for family planning assistance, less than 100 are now taking advantage of the local Health Department's program.

2. Decrease Need for Services—Within 5 Years

Reduce the incidence of major disorders in small children through coordinated screening, referral, and treatment mechanisms, as well as long-range environmental improvements.

Reduce incidence of intestinal parasites by 100 percent. An estimated 80 percent of the small children from poor families were plagued by this problem in 1970. A total of 28 cases were reported in 1971.

Reduce nutritional deficiency incidence for all residents by 80 percent. Through USDA breakfast and lunch programs most school children now receive adequate nourishment.

Reduce incidence of untreated dental, hearing, and vision problems by 50 percent. An estimated 492 children are handicapped by one or more of these problems.

Provide all older citizens with preventive health care, rehabilitation, and vocational training programs to encourage independence and self support.

Reduce by 60 percent the incidence of severe alcoholism and mental disorders through programs of counseling, treatment and referral, and referral, and long-term therapy. In 1971, 40 persons received assistance to overcome these problems.

Reduce auto accident rates by 25 percent and fatalities by 40 percent through improved driver training and safety programs in schools and improved hospital emergency facilities and treatment.

Improve physical conditions that contribute to poor health: substandard housing, inadequate water and sanitary services, uncontrolled dumping, and rodent infestations.

To improve the delivery of health and social services to Alma-Bacon County residents, the task force and Model Cities Commissions have initiated the following projects:

A. Bacon County Division of Community Services Administration

In response to an identified need for coordination of services, to improve the social services delivery system and to provide additional services where gaps exist, the Bacon County Division of Community Services was established in 1970. The Division provides administration services for the Bacon County Community Development Center and two satellite neighborhood centers, all built in 1972. These facilities are key factors in the comprehensive social services delivery system.

In addition to the Division of Community Services, these facilities house the following agencies: Family and Children Services; Early Childhood Development; Social Security Administration; Community Action; Vocational Rehabilitation; Employment Service; Veterans Services; and the Office of Manpower and Economic Development.

Services and projects being coordinated and administered by the Division are:

1. Outreach/Intake/Referral/Follow-Up: An intake and referral service for clients and agencies is provided. This service is rendered by an intake supervisor and clerical staff with the aid of a Central Date File. The objective of this function is to receive a client and assist him until the services needed are obtained. This may result in single- or multi-agency involvement.

The Division employs and directs a team of Outreach Workers to assist service agencies in outreach and follow-up activities, to identify and report needs, to provide information on available services and to encourage citizens' involvement in community development. A Community Services Advisory Council made up of representatives from Neighborhood Clubs and service agencies plays an important role in the coordination of these services.

2. Transportation Service: A transportation system serves citizens who would otherwise be disadvantaged in their ability to utilize a service they need. Regular routes are scheduled for use in transporting children to the Early Childhood Development Program, to the out-of-county sheltered workshop for Vocational Rehabilitation clients, and for senior citizens to shop and participate in enrichment programs. Additional schedules are made to support needs as requests are made.

3. Senior Citizens: The Division provides personnel to assist in coordination of all services, public and private, available for senior citizens of the county. Implementation of several new services for this age group is assumed by the Division. These include enrichment programs and a project of handcrafted products for income.

4. Health Planning and Coordination: A staff member from the Division serves as a health resources coordinator to assist local, public, and private health services in attracting additional resources where needed and in obtaining full utilization of existing programs. A Comprehensive Health Study Plan for the county was prepared in 1971 by two health planning specialists. The health climate of Bacon County will greatly improve as the many worthwhile improvements suggested by this study are implemented.

B. Emergency Financial Assistance

Funds have been established to provide emergency financial assistance (loans and grants) to individuals of families having needs that cannot be met from other resources.

C. Mental Health Service Program

This project brings the services of a Ware County Mental Health team to Bacon County twice a month to provide diagnostic and remedial services.

D. Mentally Retarded Training and Day Care Center

A program of year-round training and day care for the noneducable mentally retarded is provided. The center has a capacity for 25 preschool through young adult mentally retarded citizens.

E. Vocational Rehabilitation Services

Funds for this service provide special services to disabled citizens in addition to the regular state financed Vocational Rehabilitation Service. This service includes much expanded counseling to the disabled, and enables many to become productive citizens again.

F. Food Distribution Program

Surplus food commodities to low-income and disadvantaged families are distributed to supplement non-cash income and encourage improved nutrition and health practices. This program will provide higher levels of general health and nutrition thereby raising the quality of the labor force and reducing public dependency.

G. Environmental Health Program

This program provides the services of a health sanitarian on a full-time basis working out of the local Health Department. Activities include rat eradication, sanitary waste disposal technical assistance, as well as, all normal sanitation duties.

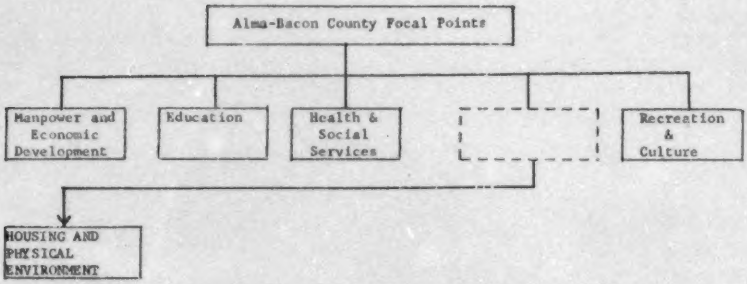
H. Hospital Facilities Improvement

A hospital facilities study, prepared as a part of the comprehensive health study in 1971, identified many serious deficiencies in the local hospital. The State Health Department's classification for the facility is substandard. Recommendations resulting from the comprehensive health study included renovation of the existing structure, improvement of emergency areas, and the addition of doctors' offices within the facility. It was pointed out that a major factor in the attraction of new doctors was the medical climate, and that the medical climate in Bacon County could be greatly enhanced by the inclusion of doctors' offices and related services in the hospital unit. The Hospital Authority and the community are committed to the task of improving the hospital and associated medical services.

HEALTH AND SOCIAL SERVICES PROJECT COST—SUMMARY

Project title	Estimated cost	Federal support	Number persons served	Federal agency
A. Bacon County Division of Community Services Administration: 1. Outreach/Intake/Referral/Follow-Up; 2. Transportation; 3. senior citizens; 4. health planning and coordinating.	$174,260	$174,260	3,600	HEW title IV-A; HEW title III; HUD/MC.
B. Emergency financial assistance	6,000	6,000	100 households	HUD/MC.
C. Mental health services	2,900	750	40	Do.
D. Mentally retarded training and day care center.	40,584 [1]	35,308	20	HEW title IV-A; HUD/MC
E. Vocational rehabilitation services	13,200	1,200	50	HUD/MC.
F. Food distribution	15,000	15,000	1,470 (420 families)	USDA.
G. Environmental health	10,950	6,400	1,925	HUD/MC.
H. Hospital facilities	500,000	200,000	8,400	Do.

[1] Includes initial setup costs.



The underlying causes of housing and physical environment problems in Alma-Bacon County include: low incomes and limited investment capital; (2) inadequate land planning; (3) poor construction standards, techniques, and inadequate maintenance; (4) limited code enforcement; (5) lack of comprehenisve planning and budgeting for physical improvements and maintenance; and (6) low priorities placed on improving housing conditions.

The single overwhelming factor is people's low income. With more than 50 percent of all families subsisting at or below the poverty level, any money available must first go for basics such as food and clothing. Specific objectives are:

1. Housing:

Increase the proportion of occupied units which meet decent standards from the 1970 level of 46 percent to 60 percent in 2 years and 80 percent in 5 years.

Eliminate the 200 unoccupied substandard units in the county within 5 years.

Increase the supply of standard housing available to low-income families from the present estimate of 60 percent of the need to 75 percent of the need in 2 years and 100 percent in 5 years.

Provide increased opportunities for home ownership at lower income levels, and quality rental units at middle- and upper-income levels.

Increase the effective choice of housing units and neighborhoods for minority and low-income residents.

Maximize opportunities for employment of Bacon County residents, while providing new housing.

Attract outside capital such as that available from USDA's Farmers Home Administration, to finance housing and to conserve and supplement scarce local capital.

Develop specific short- and long-range plans to improve housing in the area.

2. Physical Environment:

Establish and maintain community-wide comprehensive physical planning and capital budgeting, as a guide to public policies and private decisions that will shape county development.

Provide adequate solid waste collection systems and a centralized landfill-type disposal system for all residents.

Reduce uncontrolled dumping of solid waste by 80 percent.

Improve the safety, convenience, and attractiveness of residential areas through a planned, long-range program of street and sidewalk improvement. Pave 60 percent of the city's streets.

Reduce the land area that is unfit for agricultural, industrial, or residential use by 60 percent by establishing flood control, drainage, and irrigation practices in the county's major watersheds. Support county-wide land use planning.

Reduce rodent infestation by 75 percent through a comprehensive program of inspection, information, technical assistance, and preventive measures.

Reduce the number of contaminated or potentially unsafe residential water supples from a 1970 level of 1,200 to 200 by a concentrated program of public information and technical assistance.

Reduce downstream water polluion levels in Hurricane Creek by 65 percent through improved sewage collection and processing facilities.

Many projects that relate to these goals, water and sewage, Lake Alma, the Recreation Center and Open Space Park for example, are described under other focal points. The following projects have been initiated to further the goals of improving the physical environment and housing needs of the community.

A. Community Development Center

A modern 20,000 square foot structure to house the Community Services Division and other public agencies described under Health and Social Services is being constructed by the county. Its central location in the city provides a highly accessible, highly visible, shopping center-like atmosphere and facility for social services and other public needs. In addition to housing all community development and social service functions, it will house an experimental section of the Early Childhood Development Program, a community center for continunig education, and a library and media center.

B. Sun City Urban Renewal

A large portion of Alma's remaining dilapidated and deteriorating housing is being cleared and redeveloped. The old structures will be replaced by 150 new safe, sanitary, and comfortable housing units for the low- and medium-income residents of the community. The area, comprising 60.2 acres, will be redeveloped with water and sewage services, paved streets, sidewalks, curbs and gutters, streetlights, and open recreation areas. All residents displaced by the project will be able to relocate within the area and will receive special relocation assistance.

C. Sun City Elderly and Low-Rent Housing Project

Forty additional units are being added to the community's beautiful Sun City Congregate housing center for the elderly and another 40 units of low-rent public housing are being constructed for low-income families. These homes, along with those described under Sun City Urban Renewal, will be built around the Linear Park and along the shoreline of proposed Lake Alma, providing the residents with superb environmental qualities.

D. Neighborhood Improvements Program

Physical planning, always a strong factor behind the development efforts of Alma-Bacon County, has been intensified over the past few years. Of special importance was the creation of a "conceptual planning team" made up of four exceptionally qualified consultant planners

from the fields of land use planning, environmental planning, architectural planning, and federal programs planning to assure a high-quality, well-rounded plan for the physical development of the community. Working with local staff and citizen planners and using the recently updated "701" community planning studies as a base, this team is examining every facet of development and blending them all into a unified developmental scheme.

In addition to the preparation of a detailed physical development plan, a neighborhood improvement fund has been established and a street paving program implemented. The neighborhood improvement fund was established to guarantee continued planning as well as to provide revolving matching funds for neighborhood development and concentrated code enforcement projects. The street paving program is designed to have the greatest possible impact on the environmental and aesthetic characteristics of the community and to generate maximum local matching credits toward further improvement of blighted and deteriorated neighborhoods.

E. Community Centers

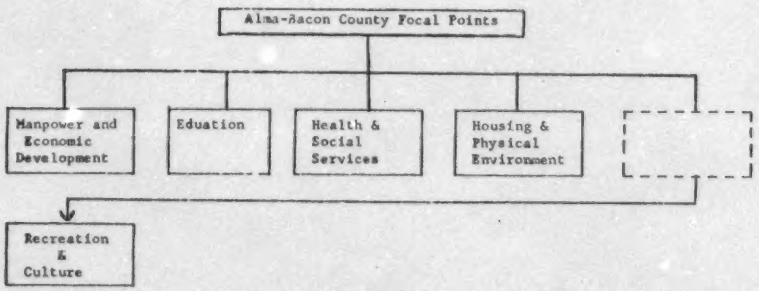
Community development clubs and task forces determined that two rural communities in the county had no cohesiveness or identity as a part of the total community development efforts. Two multipurpose community centers, of simple and inexpensive design, have been constructed in these two more populated rural areas of the county. These buildings, about 1,500 square feet in size, contain one large room, a small kitchen, restrooms, and are available for any type of community function from homemakers clubs to birthday parties and reunions. In addition, they house outreach childhood development programs consisting of 20 children each.

F. Solid Waste Management Program

Bacon Countians are demonstrating extreme concern over the increasing problems of waste disposal. Throw-away containers, worn-out farm machinery, and implements associated with increased mechanization and production intensive agriculture, are producing substantial deposits of trash throughout the rural areas of the county. To combat this problem, the city and county have initiated a Solid Waste Management Program. A caterpillar-type front end loader and a 40-acre landfill site have been purchased. The temporary establishment of four county landfills, the conversion of the existing city dump to a sanitary landfill and to county-wide use, and a public education program are among the activities underway. Proposed future action includes the purchase of dumpster units and a packer truck, with dumpster units being placed within 2 miles of every rural home. The units will be picked up bi-weekly and dumped at the city/county sanitary landfills, thus providing county-wide disposal services.

HOUSING AND PHYSICAL ENVIRONMENT PROJECT COST SUMMARY

Project title	Construction period	Estimated cost	Federal support	Estimated jobs during construction	Long-range job production	Federal agency
A. Community development center	August 1971 to May 1972	$526,400	$506,400	63	100	HUD neighborhood facilities; HUD/MC.
B. Sun City urban renewal	January 1972 to December 1972	1,995,000	1,635,000	200		USDA Farmers Home Administration; loans; HUD Urban Renewal; HUD/MC.
C. Sun City elderly and low rent housing project	January 1972 to December 1972	1,114,000	1,114,000	80		HUD public housing assistance.
D. Neighborhood improvement program	September 1971 to August 1975	720,000	120,000	63	4	U.S. Department of Transportation; HUD legacy of Parks; HUD/MC; Georgia State Highway Department.
E. Community centers	May 1971 to April 1972	50,000	50,000	31	6	HUD/MC.
F. Solid waste management program	September 1971 to December 1972	90,000	80,000	10	5	Do.



The lack of recreation and cultural opportunities in Alma-Bacon County removes some of the amenities residents of larger cities take for granted. It also reduces the community's economic development by failing to help attract outside investments and industries.

As with many other problems in Alma-Bacon County, the fundamental fact of low incomes and a weak tax base underlies inadequacies in recreation and cultural activities. Additionally, the tradition of racial separatism, in this and other matters, runs against the grain of both economic and social needs. Fortunately for the community, there are many good signs that its citizens, and its young people in particular, are beginning to adjust to a new and more cohesive set of racial relationships.

In broad terms, the goal of the Recreation and Culture Task Force is to provide a wide choice of recreation opportunities for the people and attract additional investment in economic development and an inflow of talented and productive residents. Its objectives are:

1. Indoor recreation:

Within 5 years, increase the indoor recreation area available for community use to 2.5 square feet per capita. In 1971, it totaled 0 square feet per capita.

2. Outdoor Recreation:

Increase the area developed for intensive and extensive outdoor recreation use to 50 acres within 2 years, and one acre per 100 persons within 10 years. In 1971, there was one acre of such space per 5,500 persons.

Provide a broad range of high-quality recreation programs in these new facilities, serving all members of the community.

3. Recreation Expenditures and Accessibility:

Increase the total level of recreation expenditures to $2 per person within 2 years, and $4 per person in 5 years, from a level of $1.40 in 1970.

Improve the access and choice of recreational and cultural opportunities for all members of the community, including low income, minority, children, and the elderly.

Recreation and Culture projects are administered by the Alma-Bacon County Recreation Board. The Board is made up of five appointed members and has been in operation for the past 12 years receiving funds from both the city and the county. Additional funds made available through the Model Cities program have been utilized for space and equipment, enabling the program to be broadly expanded without a corresponding increase in administrative costs.

The major recreation project then is the program administered by the joint City/County Recreation Board. This expanded program has been designed to provide a wide range of choices in recreation to the residents of Alma-Bacon County.

In the past, the program has been operated with major emphasis on athletic activities such as baseball, softball, basketball, football, and track. This has limited the participation to those with athletic interests and the physically fit. Now, billiards, table tennis, dancing, swimming, exercising, photography, art, music, games, all with instruction, are among the many new forms of recreation provided.

The program is housed administratively in the Recreation Center; with the administration of the Center being a program function. The Center is used for many types of community meetings and events. In the first 3 months of operation, the new program has enlisted some 300 people in non-athletic and over 500 people in athletic activities. Over 6,000 residents utilized the Recreation Center from opening date, December 1971, through June 1972.

The Recreation Board has four full-time employees including a Director, an Arts and Crafts Instructor, an Athletic Specialist and a Secretary. In addition to the recreation program, the Recreation Board administers the following projects:

A. Alma-Bacon County Recreation and Teen Center Construction

A total lack of floorspace for teen activities in the community prompted the construction of a recreation center in 1971. Although the needs of the youth was a key factor in this decision, a cost study indicated that long-range economies could be effected by building a facility to address the recreational needs of all age and interest groups in the community. This modern 8,000 square foot building was constructed in a 117-acre Open Space Park, strategically located in the city and along the shoreline of proposed Lake Alma. In addition to administrative offices, the building contains one large central activity room and two smaller areas, one for games and the other for crafts.

B. Open Spaces Park

The Recreation Board with the city and county is currently undertaking the initial development of 117-acre tract of land around the recreation center. Facilities being developed on this land include: four tennis courts, a lighted little league baseball field, picnic area, a group camping area, nature trails, parking, and the landscaping of entrance roads and the recreation center site. Second phase development will include a swimming pool, an ecological study area and general playfields. The development is being accomplished with program funds as well as citizen efforts in clearance and landscaping. The major citizen effort to date was "Operation Action," a work day held early in 1972 where local citizens, teenagers, and the garden club participated in cleaning up brush along the access road for planting azaleas, dogwood, and flowers. This participation is continuing, allowing maximum use of dollars and building the pride of ownership of the park among all citizens.

C. "Old Main Street" Linear Park

The A.C.L. Railroad passing through the center of the city has been discontinued for several years. The city has acquired the railroad right-of-way beginning west of downtown running east through the

business district past the community Development Center and Sun City Retirement Village extending through an urban renewal area and ending at the shoreline of proposed Lake Alma. The development of the strip will include a downtown-oriented park with walkways and bicycle trails leading from the lake to the downtown area. The entire strip will be uniquely landscapted to give a green strip relief through the center of the city.

D. Community Parks

A modest fund has been created to provide money for materials to be matched with land donations and citizen efforts in the creation of five parks to be located in the county community areas. These are inexpensive recreation areas in the rural countryside for picnics reunions and sandlot athletic activities. Focal points for rural community gatherings and activities were critically affected by the consolidation of Bacon County schools. These five park areas although modest in cost are aiding in the renewed feeling of "community" throughout Bacon County.

RECREATION AND CULTURE—PROJECT COST SUMMARY

Project title	Construction period	Estimated cost	Federal support	Federal agency
A. Recreation and teen center [1]	May 1951 to December 1971	$180,000	$160,000	HUD/MC; U.S. Department of Labor.
B. Open spaces park	July 1971 to June 1972	68,000	49,000	HUD Open Spaces; HUD/MC.
C. Old Main Street linear park	July 1971	11,750	5,775	HUD Open Spaces; HUD/MC; local cash and in-kind.
D. Community park	September 1970 to September 1972.	3,000	.....	HUD/MC.

[1] Does not include $55,000 for 1 st year administration and startup costs including equipment, of which $35,000 is Federal funds.

Note: Economic impact. The opportunity for recreation and cultural advancement will have a very positive and wholesome influence in the attitudes and health of the residents of Alma-Bacon County, while at the same time contributing heavily to the goal of developing a community that is hospitable and inviting to business and industry. Although difficult to measure in terms of jobs or money, recreation, and culture, it is critical to the livability of the community, an important factor in its economic development.

VIII. THE FUTURE

As the leaders of Alma-Bacon County look forward, they visualize a well-balanced community of 25,000 to 30,000 people—three times more than today.

People will live in harmony with each other and the environment, with priorities directed toward personal self-renewal and happiness. All will have access to the things that make for a good lifestyle—jobs, schools, health and social services, housing, recreation, and culture.

There will be ample amounts of good housing for everyone in Alma and about the county, promoting demographic balance. A mix of people of all ages, various economic strata, education, race, and religion as well as gainful employment and industrial opportunity, will make Bacon County a highly desirable place to live.

Housing will be completely innovative, taking on new form in style and plan, reflecting advances in building technology. Much will be factory built with the component parts merely assembled at the housing site. Compartment living with certain rooms assigned to living and entertaining, others for sleeping and cooking, will be a thing of the past. Confining walls will disappear and housing will feature multipurpose areas which include everything from cooking to TV watching, dining, and learning.

Living for all residents will be enhanced by comfortable amounts of leisure time and ready access to water-based recreation, parks, greenbelts, and other public-owned facilities. Some 4,000 acres will be set aside for small game reserves, camping, bicycling, horse and hiking trails to add sparkle to daily routines. Lake Alma will be a dream come true with 2,000 acres of water and plenty of space for boating, sailing and fishing. There will be arrangements for field-type sports and other outdoor physical activities to promote intramural competiton among people of all age groups.

The population will act as one in selecting a type of government that is responsive to people's needs. There will be little emphasis on city-rural division. Professional administrators will direct activities with their work monitored by a citizen board of supervisors. Within the government, there will be more willingness to dispatch authority to the lowest possible administrative level consistent with these responsibilities being properly carried out.

Much of the county's timber acreage will have disappeared. Crops of fruit, nuts, vegetables, some grains and oilseeds (such as corn and soybeans) and pastures will replace them. There will be sizable commercial acreages of strawberries and blueberries. Because of favorable climate, moisture, and soil conditions, two and three plantings will be made of some crops. Land left in timber will be planted in sycamores or similar trees, harvested every few years, chopped, ground, pressed and reconstituted into particle board and other new wood products.

More processing and wholesaling of agriculture raw materials will be carried on within the county. Farmers and merchants will join together in agribusiness ventures to produce, process, and market a major share of Bacon County's agriculture raw materials through locally-owned cooperatives. This system will generate jobs, keep money at home, and bolster the area's economy. The sharing of expensive equipment, plant facilities, and technical expertise will also cut costs and help make the area a major competitor in marketing its products.

BACON COUNTY PROJECTED LAND USE CHANGES 1972-2000

Land use	Acreage in 1972	Acreage in the year 2000
Timber	100,500	25,000
Timber (multipurpose recreational use)		17,000
Agriculture	50,000	122,000
Recreation	500	3,000
Urban (includes housing and industry)	3,000	10,000
Swampy areas and unfarmable lowlands (with multipurpose recreational use)	33,000	10,000
Total	187,000	187,000
Real property tax income (in 1972 dollars)	$540,000	$3,315,000

Alma will offer a full range of educational programs. People of all ages will participate—some for cultural reasons and others to improve job skills, brush up on old disciplines, and to master new ones. The educational system will be less institutionalized, more personalized. People will learn because they wish to, many picking up educational basics as they pursue special interests. Residential requirements for undergraduate and graduate degrees will fall by the wayside and the traditional 4-year college degrees will be dropped. County high schools will provide education through the 14th year, and graduates will have an opportunity to carry out an additional three

years of study for their master's degree. While learning, many students will continue as members of the work force. Through multi-media facilities. TV circuits, teacher-student two-way response systems, tapes, and other means, renowned educators from across the nation will be available locally to students.

Business and industrial firms will be highly technical and attracted into the area to utilize the skills of people presently being trained in Alma's advanced educational system. Health and social services will be focused more toward preventing problems rather than providing treatment. However, Alma will feature a highly technical first aid and diagnostic center but specialized treatment will be provided in larger urban centers such as Atlanta and Jacksonville.

This, then, is the Alma-Bacon County of the future. Quite a contrast to the urbanizing trend in our nation today where 75 percent of us are crowded onto less than 2 percent of the land! Over the past thirty years, thirty million Americans have migrated from rural America and the end is nowhere in sight. In just 30 more years from now, the Urban Land Institute predicts that 100 million more Americans will be crammed into the big cities, where 150 million already live.

Unless the trend is stopped, some 67 million people will live in one continuous urban mass from Maine to Virginia. Fifty-nine million people will live in another megalopolis extending from New York west to Wisconsin and south to Ohio. A California city of 45.5 million people will reach from San Francisco to the Mexican border. A fourth huge concentration of 13 million people will turn the State of Florida into one huge metropolitan area.

As things stand today, many people are being forced to migrate from rural areas, they have no other choice. The choice to stay is gone devoured by markets and mechanization in agriculture and the failure of industry and government to provide new or adequate jobs and other alternatives. This is a national problem and a national crisis.

Alma-Bacon County offers a rapidly urbanizing America the way out of its city crisis. Thirty-three hundred small cities, each with a population of 30,000 persons and settled in a harmonious and liveable environment, could house the 100 million new people that otherwise will end up in the big cities by the year 2000. This seems like a sensible and rational alternative, a reasonable national human resource policy.

CONCLUSION

"Cities have no existence apart from the people who live and work in them. They have no dynamism apart from that given them by their population. Like all creators, man creates in his own image, and, if he does not like the reflection he finds in his city, he has his own lack of interest, competence, or foresight to blame."—Miles L. Colean, in "Renewing Our Cities."

Residents of Alma-Bacon County aim to have their community become "a model for rural America." Quite a heady idea, you may think, for a community with such a significant proportion of social and economic problems, as pointed out earlier in this document.

That may be true except for two important factors: Conditions in Alma-Bacon County are not unique compared to those in thousands of other impoverished communities throughout rural America, but this community had the courage and great depth of leadership to

search out and analyze its problems; there is a tremendous unwillingness among its people to accept conditions in the county as they now exist. Their desire to develop a better way of life has been spurred by the knowledge that the community can work together as it did in securing the Model Cities program—they discovered power in group action.

Nick Kotz, of the Washington Post, wrote on October 4, 1971:

"What will become of rural America if the greatest migration in history, 40 million to the cities in 50 years, is further accelerated? * * * What will be the the effect of a rural wasteland on the American political system? * * * How will the nation's food supply be affected? * * * As rural America is threatened with loss of its family farms and opportunities for small towns that depend on these farms, what voice is raised, what corporate executive speaks for such workers, what bankers pleads for financial aid for them, what congressman or state official calls upon his colleagues to enact special legislation?

"No voice is heard because America lacks a national rural policy that considers the needs and aspirations of the majority of rural Americans—farm workers, small farmers, smalltown businessmen. laborers and independent jobbers, and the aged.

He added:

The lights are going out all over rural America. And everytime a light goes out, this country is losing something. It is losing the precious skills of a family farm and independent smalltown business system that has given this country unbounded wealth. And it is losing free men.

Many people agree with Mr. Kotz, but sadly, they can't seem to do anything about it.

A Gallup poll in 1971 published a survey that disclosed that more than one-half of the people in metropolitan areas, given the opportunities to obtain jobs and enjoy the benefits of community facilities and recreation, would much rather live in small towns and rural areas than where they are now located.

We have, then, a swing-back preference to country living, but the voices of this majority are being ignored by leaders in positions of power who can make it possible.

In Alma-Bacon County, residents hope to be able to improve the quality of rural life to the point where their young people will not be forced to move somewhere else to find a good job and a healthy environment. They hope also to be able to attract back to the community people who moved to large urban areas in search of a better way of life. With warm hospitality, their doors are also open to city people who have never known the joys of rural and smalltown living and are looking for the opportunity to do so.

The citizens of Alma-Bacon County believe that if successful in achieving their goals, if other poor rural communities can gain by their experience and undertake similar improvement, it is possible that rural America can play a major role in helping our cities overcome what now appears to be impossible problems of uncontrolled growth and decay, distrust, fear, and despair.

What distinguishes Alma-Bacon County from most other rural areas, and thereby earned it the opportunity to participate in the Model Cities program?

The answer: New tough pride, self confidence, and determination by its residents to master their problems and build their own grass-root institutions to the point where they can play a positive role in the rapidly changing society of Twentieth Century America.

Driven by a desire to set the pace in revitalizing life in rural America, Alma-Bacon County citizens are determined to combine Model Cities' dollars and other government funds with local initiative and rural resourcefulness in creating a social, economic, and physical environment that will domonstrate how the countryside cannot only hold its own people but serve as a good way of life for others as well. In short, they are proposing to create within their communities, "a model for rural America."

Appendix

The Analytic-Planning Approach Used in the Alma-Bacon County Seminars

Analysis of problems (education, recreation, economic development, etc.)

I. Describe the problems (by groups of people if they differ by groups).

A. Describe each major problem in detail.

B. Break the major problems down into lower order problems.

C. Define the total needs of various low income groups.

II. How and why did each of the problems develop and why does it continue? Analyze each of the *causes* underlying the problems.

A. Describe the historical causes involved in developing the problem.

B. Delineate present causes of persistence underlying the problems.

III. Describe problems in other areas that contribute to the continuation of problems in this area and changes in other areas necessary to gaining solutions in this area.

A. Describe those behaviors, attitudes, arrangements, etc., which help to maintain, reinforce, or otherwise contribute to the continuation of each problem defined. (If problems are highly interrelated they may be grouped but should be treated separately if possible.)

B. Identify changes in other areas which will help solve problems in this area. From your analysis, describe in breadth the kinds of activities, programs and facilities for such, changes in attitudes and values, opportunities, education (continuing, basic, skills), additional staff, etc. (Just carefully describe all it will take to solve the problem.)

IV. Tell what is being done to solve the problems and the requirements involved in really solving the problems.

A. Describe what is presently being done to overcome the problems. *Be honest, knowledgeable, and wise.*

1. Brag a *little* about any good programs

2. If programs aren't really doing the job, point out their limitations and weaknesses.

B. Carefully lay out the changes required to resolve the difficulties.

1. Describe what it will take to really solve the problems as concerns present staff, organization, and direction.

2. What additional projects and activities will be required? (Don't become concerned with specifics and programming.)

3. What will it take to get the projects, activities, and programs to the people concerned or the people to the projects, activities or programs?

V. Describe in general terms the conditions that should be changed to solve the problems.

A. Carefully look at what is associated with what and how one thing influences another or is influenced by it. Usually we see one or two aspects of these associations. For example, take school dropouts. Do youngsters drop out of school because of lack of interest of parents financial pressure, the school doing little for that youngster, a high school diploma wouldn't make much difference because of job opportunities or because he is behind? Which of these should be changed? Or, are all of these relevant to solving the dropout problem? Describe the conditions contributing to the persistence of problems.

B. Indicate changes in conditions that will contribute to alleviating problems. You will need to consider such things as:

1. Changes in the usual practices of public and private agencies or organizations.

2. Changes in attitudes of low income people and/or the community at large.

3. Changes in the *availability* and *accessibility* of needed facilities or services.

4. Changes in relationships, i.e., in the way people view each other and approach each other in local affairs.

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